THE SURVEY

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So They Say

WE AMERICANS have not become very expert in dealing with hard times.—*Newton D. Baker, Cleveland.*

Better business will come when the unemployed change their attitude toward life.—*Roger W. Babson, Wellesley, Mass.*

We cannot prevent children from thinking us fools by merely forbidding them to utter their thoughts.—*Bertrand Russell.*

I view adolescence in its purest form in my henhouse.—*Dr. A. Warren Stearns, Massachusetts State Commissioner of Correction.*

To throw the rascal in jail is extremely simple. It is also extremely expensive.—*Frank Bane, American Public Welfare Association.*

The sad fact is that nearly all students enter college and not a few leave college without having mastered the art of reading.—*Prof. Leal A. Hadley, Carleton College, Minn.*

Let a man get a reputation for managing a successful business and the world of committee appointers will beat a path to his door.—*F. P. A. in New York Herald-Tribune.*

World society was not created by any plan but by sticking little bits of things together from time to time.—*Chester I. Barnard, chairman Emergency Employment Commission, New Jersey.*

Our goal: Work for all who can work; to each the fruit of his work; help for all who can't work; hell for those who won't work.—*Oscar Ameringer in The American Guardian.*

The road back to civil life is a hard one for any criminal for society punishes for crime but it is hard to get it to believe in atonement.—*Prof. Andrew A. Bruce, Northwestern University.*

Saner living has undoubtedly lowered the deathrate. . . . All of which has been happily unfortunate for the mortician.—*Wilbur M. Krieger, executive secretary, National Selected Morticians.*

We are not quite so glib as we were a year or so ago in seeing naught but evil in the English dole and that without knowing much about its real purpose and workings.—*William H. Matthews, New York.*

Organized nursing is most humbly admitting that the job of nursing this country as it should and some day will be nursed is really just begun.—*Mary M. Roberts, R.N., editor, American Journal of Nursing.*

The unneeded employe on the government payroll is in effect a public pensioner, and if he has to be taken care of he should be taken care of as an unemployed man and not as a political favorite.—*Walter Lippmann.*

Politics, even, needs skill in case work. This method is as fundamental as the approach to knowledge itself. Science in all its branches, when you come down to the essential unit, is case work.—*Dr. Richard C. Cabot, Boston.*

It is the function of social work to preach at all times and in all places that the point of orientation for all economic and political systems is the well-being of the human; that everything else is a means to this end.—*Arch Mandel, Dayton, O.*

In evaluating proposals for the collective control of economic activity we ought carefully to distinguish between those whose intent is the control of riches and those whose intent is the control of poverty.—*Prof. William P. Montague, Columbia University.*

This great new profession [social work] must not and cannot be revolutionary but equally emphatically it should not be open to the charge of being a bulwark of the status quo or a defender of all the vested interests of the present.—*C. M. Bookman, Cincinnati.*

I don't see eye to eye with those who start with children's playgrounds when they begin budget-cutting. Of course they soon find they are wrong in doing so but a little reflection in advance would have told them that.—*Police Commissioner Mulrooney, New York.*

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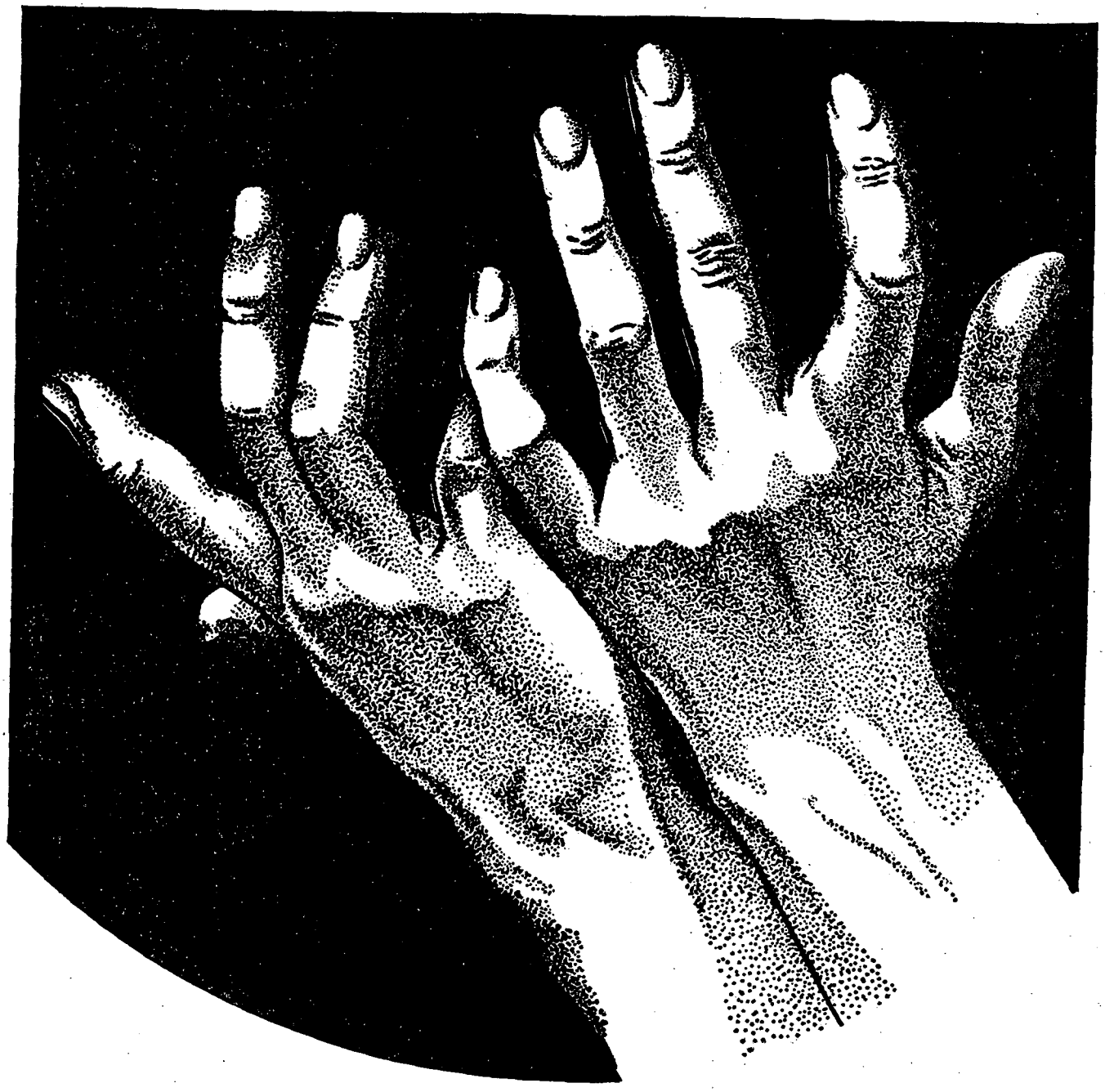

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THE SURVEY

November 15
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Hail Helen Keller

THIS year Helen Keller, last year Jane Addams—The Survey has no quarrel with the honorable committee which designates the recipient of the annual Achievement Award of The Pictorial Review, an award which, along with many kind words, carries the neat sum of $5000. And $5000, as any one will admit, does, in these days, butter parsnips. The award was made to Miss Keller for "her constant devotion, through the past twenty-five years and down to the present day, to the cause of those who like herself were deprived of sight and hearing." Of the active and effective quality of that devotion there can be no question. But Miss Keller's service goes beyond her participation in events. Her achievement is not only in doing but in being. She is a person but she is also a demonstration. Thus the award to her becomes a recognition of the courage and resolution of everyone who like Helen Keller breaks through the limitations of cruel physical handicap into the fullness of free active life.

Keep the Health Line Whole

SPEAKING before the recent Washington meeting of the American Public Health Association Dr. Louis I. Dublin, retiring president of the Association, and Dr. Carl E. Buck, field director, gave urgent warnings against curtailing health work. So far the effects of economic depression have not been apparent in the general statistics. Illness and general death rates have never been lower in this country than during the current year. That record is a matter for rejoicing, but it gives no ground for presuming that economic depression has a favorable effect upon health or that any community can afford to slacken its efforts. This year has been favored in weather and by the absence of widespread epidemics of influenza and pneumonia against which we have little preventive power, Dr. Dublin pointed out, but he believes that the most important factor in the favorable showing has been the continued and effective work of health departments, the medical profession and the social agencies. We are still reaping the benefits of past years' efforts and well-being; there is always a lag between the circumstances that favor the development of illness and the appearance of the resulting illness in the morbidity and mortality tables. Already for some groups of people and in some places danger signals are apparent. Through the tuberculosis deathrate for the whole country declined in 1931, the National Tuberculosis Association reported an increase in thirteen large cities, among them places as widely scattered as Philadelphia, Cleveland, Seattle, St. Louis, Portland, Dallas, Akron, Syracuse and Kansas City. The momentum of improvement which shows in the general figures conceals the misfortunes that have hit some of those at the bottom. An instance is detailed elsewhere in this issue (p. 606) in the story of New York, where the tuberculosis deathrate for the whole city showed a decline, though in the Borough of Manhattan there was an increase, due in turn to the high rates in four of the poorest districts. "We have had to lop off many activities essential to health," Dr. Buck declared, "and unfortunately those which have been most seriously affected are child welfare and public-health nursing, which are the most vitally important of all." The immediate result may not be a dramatic change, but the ultimate effect, if curtailment continues, cannot be avoided. "Let no one be lulled into a feeling of false security based upon the present deathrate," he added. "That is something to be thankful for, but it will constitute an added danger if any one is led to believe thereby that a very real danger does not now exist with even greater dangers in store."

Corporation Givers

AS WELCOME to harassed community chest folk as flowers in spring was the recent ruling of the U. S. Internal Revenue Bureau liberalizing its policy in relation to deduction from income-tax returns of corporation contributions to community funds and like organizations, and declaring its intention to be "as liberal as possible consistent with the statute" in treating such contributions. The Bureau has previously held that corporations, in order to deduct their charitable contributions from gross income, must show a direct benefit flowing to the corporation from the contribution and must produce evidence that "increased business did result." The new ruling declares specifically that a deduction is permissible "if the taxpayer corporation can show that it reasonably contemplated a financial return commensurate with the payment and was motivated by such expectation of a financial return in making the payment." One further important quotation from the ruling is that among the elements to be considered in allowing the deduction of a corporation's contribution are "the size of the contribution as compared with the

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taxpayer's business, and whether such contribution or payment bore reasonable relationship to the taxpayer's enterprise."

This ruling of the Bureau, which transfers the burden of proof from hard and fast figures to honest expectations, came at an opportune moment when a decision of the Interstate Commerce Commission had thrown a good deal of dust into the situation in relation to corporation contributions for unemployment relief. The case in question challenged the right of the New York Telephone Company to charge a contribution for unemployment relief to operating expenses, thereby bringing it into the category on which rates are based. The Commission in its decision affirmed the general principle that "contributions for charitable or social or community welfare purposes are properly chargeable to operating expenses as can be shown to have a direct or intimate relation to the protection of the property of the company or the development of its business or the welfare of its employes." But in the particular case considered, where the telephone company "made no such claim," the charge to operating expense was not allowed. In the opinion of Frederic R. Kellogg, attorney for the Association of Community Chests and Councils, "the effect of this ruling would seem to be that in a proper case the general rule [of the Internal Revenue Bureau] applies to utility corporations as well as to industrial concerns."

Psychoanalysis Comes of Age

PERHAPS because popular acceptance of it is far from general, there is an impression that the practice of psychoanalysis is something ultra-modern, still quite new. But within a few weeks the New York Psychoanalytic Society will celebrate the twenty-first anniversary of its founding by Dr. A. A. Brill as an organization of qualified practitioners, the greater number of them now men with fifteen or twenty years' work behind them. In this country, as in Europe, psychoanalysts have had to take responsibility beyond their own work: the supervision of the training of their new recruits. Recognition of psychoanalysis has come slowly and sporadically in universities and medical schools; for the most part training cannot be conducted in groups but requires the individual work of teacher and student. Misguided enthusiasm or downright quackery has brought pretenders to skill in this field who have made it necessary for the societies to set standards for qualified analysts as a protection to the public and themselves, and to provide the means of meeting those standards. A year ago the New York Society formally organized its supervision of training as the New York Psychoanalytic Institute, a teaching institution chartered by the state Board of Education, with Dr. Sandor Rado of Berlin as visiting director. This autumn a group of Chicago citizens, cooperating with the Chicago Psychoanalytic Society, have opened an Institute of Psychoanalysis in that city to carry on education and research in "the psychic processes of man." The Chicago Institute is directed by Dr. Franz Alexander, who has been conducting clinical research in psychoanalysis at the Judge Baker Foundation in Boston. As in New York, in addition to the training of physicians the Institute offers courses for teachers, social workers and other qualified laymen who wish acquaintance with psychoanalytic principles to illuminate work in their own fields.

How arduous are the qualifications that these professional groups have set up for themselves may be seen from the requirements that the New York Society exacts of its members. To be eligible for training, a physician, in addition to personal suitability, must hold a degree from an approved medical school and have completed a year's general interneship in an approved hospital and an additional year's postgraduate study in a mental hospital accepted by the American Medical Association. Before he starts training he must pledge himself neither to conduct analyses before that training is completed nor to represent himself as a practising psychoanalyst without the approval of the Society's educational committee. As the New York Society celebrates its coming of age and the Chicago staff start their new venture, their members undoubtedly will recall the gibes and jokes that as pioneers they still draw because of their professional interests; undoubtedly they will recall also, and with justifiable pride, a record of responsibilities and self-exactions of which the public is little aware.

To Cut or Not To Cut

WHILE cities the country over are making arbitrary hit-or-miss cuts in the salaries of municipal employes or showing no inclination to reduce the burden of the harassed taxpayer through salary reductions, the example of one Midwestern city stands out as an oasis of constructive planning. In the October issue of The National Municipal Review Carl P. Herbert of the St. Paul Bureau of Municipal Research tells of the plan whereby wages in St. Paul are annually adjusted to the cost of living index. Adopted in 1922, briefly the plan is as follows: the basic minimum rate is the salary which under conditions such as prevailed in 1916 was deemed fair for the class or group of positions to which it applied. The year 1916 was selected as the norm because when the plan went into effect the consensus of opinion among economists seemed to be that price levels would return not to a pre-war basis but to the 1916 level. On June 1 annually to this basic rate is added or subtracted the increase or decrease in the cost of living as shown by the index numbers published by the United States Bureau of Labor Statistics.

During the ten years under this system, two increases in salaries have gone into effect, one of two points in July 1924, another of one point in January 1927. In January 1928, however, salaries were reduced three points, bringing them back to the 1922 level, and in January 1931 a second reduction brought them three points below 1922. Although an effort at further reduction in the summer of 1931 met temporarily with successful opposition on the part of employes, the city council has voted subsequently to reinstate the plan as of June 1, 1932 and on January 1, 1933 salaries will accordingly be reduced another ten points, or approximately 5 percent of the rate now paid. As Mr. Herbert says:

> The city employes realize the value of a contractual relationship that imposes a moral obligation upon the citizenship to pay the rates scientifically computed . . . while other cities are making drastic arbitrary horizontal cuts and even deferring salary payments. . . . The councilmen too like this system because it eliminates the periodical bickering attendant on salary revision and the taxpayer likes it because public salaries are based on their ability to pay the bill.

This Year's Small Loans

WHAT the depression is doing to the wage-earner and the small business man is reflected in the amounts borrowed as "small loans" and the purposes for which these funds are obtained, as shown in a recent cross-section report by L. C. Harbison, president of the Household Finance Corporation (see The Survey, May 1, 1932, page 141). The report covers 143,566 personal loans made by the company in its ninety-one branch cities during the first six months of this year. According to this report, the total loaned, the amount of the average

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loan and the number of borrowers were all less than in the same period a year ago. Borrowing to finance business needs and expansion rose sharply, an indication of how hard times are pinching the small business man. Over 9 percent of all loans were obtained for this purpose this year as compared with 3.1 in the first half of 1931.

The small borrower reduced the sums he raised for such luxuries as travel and vacations, but loans for educational purposes nearly doubled. About 14 percent of the loans were needed for funeral expenses or for hospital bills, practically the same proportion as in 1931. But borrowing to pay taxes went up from 10 percent of the total a year ago to 12 percent, and the number of those borrowing to help relatives more than doubled.

It is significant that there was a marked increase in the number of borrowers among bank and brokerage employes, office workers, school teachers, government and municipal employes and professional people. Reported decreases in the total number of borrowers, as well as in the number of loans to unskilled laborers, building-trade workers, railroad and street railway employes, probably indicate exhaustion of credit rather than lowered need.

Canadian Divorces

IF YOU believe in statistics and if you want your marriage to stick, a one-way ticket to Canada seems about the best bet. For according to figures published by the Dominion Bureau of Statistics the number of divorces in the length and breadth of our neighbor's domain has increased during the past ten years by only forty. In 1921 there were 7401 divorced persons in Canada while in 1931, the census discloses, there were 7441. A striking feature revealed by the figures is that divorce has decreased in the older eastern provinces, while in the western provinces it has increased out of all proportion to the growth of population. In British Columbia, westernmost province, the increase is 622 in the decade,—from 1030 to 1652. The increase in the four western provinces was 1178 while the decrease in the four eastern provinces was 1138. Some of this disparity is accounted for by differences in laws. In Quebec, and until recently in Ontario, the only means of securing a divorce was by special act of Parliament with the Senate of Canada sitting as the divorce tribunal, which made a severance of the marital bond a serious business, not to be undertaken lightly. The western provinces have had their own provincial divorce courts during the whole of the ten year period. As a hostage to permanent marriage the suggestion of one-way tickets to Canada as wedding presents for American brides and grooms seems to have at least statistical merit.

Hard Times and Suicide

WORRY over money is the reason for suicide most often given in the stories that crowd the news. There is a general feeling that hard times lie behind the rising suicide rate. A long view of the records, however, shows that this cannot be the whole explanation. Even now that rate is not as high in New York City as it has been in relatively prosperous years in the early part of the century. The present rise, starting in 1925, took a sharply upward course during the prosperous days of 1928 and 1929. The low point of recent decades came after the close of the war, in 1920, when times also were hard. A sharp downward turn had started when this country entered the war and rates remained below the average level for nearly ten years thereafter. Statisticians of the Metropolitan Life Insurance Company believe that this phenomenon, true of countries throughout the world, reflects the interest and adventure that the great mass of people found in life during the war; personal troubles were merged in concern for one's family, community and country. They believe that the current rise undoubtedly is due in part to hard times: evidence supports this view in the fact that the suicide rate among men, always far higher than among women, has risen more rapidly in the past few years than that of women, who typically carry fewer financial responsibilities. But people who commit suicide, they point out, "are frequently persons with immature attitudes and childish methods of reacting toward life." Others under equal strain surmount their troubles. It is a community responsibility, they believe, not only to try to salvage those who are breaking under the strain but also to develop in young people a tougher-minded outlook which will be resilient under stress. Granting without reservation the desirability of the "wholesome mental attitude" of individuals stressed by these observers, there is still a wry comment to be wrung from the suicide records. Why should life have seemed more worthwhile in the war years and after than in 1928 and 1929 when so-called prosperity was at its peak? Does not social disillusionment as well as individual adversity lie behind the rising numbers of men and women who quit the game?

But Not Now, New York

IF AND when New York has a community chest—and the time is not now, says the president of the Welfare Council—it will build it on a solid foundation of information about the financial status of social agencies unequaled in any other large city in the country. For two years the Welfare Council has had a committee at work studying the advantages and disadvantages of centralized money-raising. At the same time the Research Bureau of the Council has been delving into the whole structure on which the finances of social work rest. The study of trends, discussed on page 600 of this issue of The Survey, is one of the sections of the larger study. Another, directed by Prof. Arthur J. Todd of Northwestern University, appraises the financial backgrounds and the methods of money-raising in half a dozen large cities, chest and non-chest. Already, says Professor Todd, New York has a picture of the financial situation of its health and welfare agencies such as no other city has, and is well provided with useful facts for examining the various proposals made for improving methods of financing.

As for a chest at this time, the committee headed by C. C. Burlingham, president of the Council, says that it is "neither desirable nor practical. . . . Those who are most favorably inclined toward the community chest idea believe that it would be unfortunate to undertake so large a project at a time when it would be hard to raise in one fund the total amount that will be needed for relief and other forms of welfare work during the coming winter." On the question of whether in normal times a chest should be established the committee has reached no conclusion. What is essential at this time, it says, is to see the needs of the city in their entirety and to organize resources accordingly.

City Managers Take Up the Cudgels

THE taxpayer must realize that his total bill for local government, for the services without which life could not be maintained in a twentieth-century city, is in many cities less than his telephone, electric and gas bills,—services commonly called public utilities yet by comparison with the services of

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safety, health and education, truly only conveniences. And if no one else will hammer this home, lead the resistance to indiscriminate wage slashes and curtailments, the public official must step forward in defense of his loyal and already underpaid subordinates, and with an eye to the long-range view with which he, more than others, has been trained to think.

This was the keynote of the nineteenth annual conference of the International City Managers' Association, held in Cincinnati in October (jointly this year with the Governmental Research Association) attended by nearly two hundred active city managers, police chiefs, finance officers, as well as students of government and researchers.

Three English speakers experienced in practice (Sir Ernest Simon, former lord mayor of Manchester, and Lady Simon, member of the Manchester Council) and in principles (Dr. Herman Finer of the London School of Economics and Political Science) reminded us courteously that we do not yet know what a depression is: that with ten years of it behind them and an indefinite future of it before them, the English have not reduced taxes nor curtailed even what we should call the cultural activities of government, usually the first to go here. Such a policy would seem to them destructive of the social order.

These city managers claim the right to be heard with the voice of authority. Their books are open to all: so far as they have been free to act within the bounds of archaic charters and unscientific laws and without political interference, they defy the critics to show them a tax dollar for which they are not giving one hundred cents of value in essential public service rendered. If Taxpayers Leagues really want economy, these men will show them how to get it. Indeed one city manager reported an offer he made to the business men of his city: if they found it hard to meet taxes, he would be glad to introduce into their private activities the systems by which he had achieved economy in the city hall, and save them an amount as great as the taxes they complained of.

This shifts the battle to another front.

What Shall We Teach?

UNDER the forbidding title of Freedom and Indoctrination, the Child Study Association of America turned the after-dinner meeting of its recent two-day conference in New York into a rangy examination of the tradition that within the schoolhouse neutrality on political, social and economic questions must be preserved.

Dorothy Canfield Fisher, president of the American Association for Adult Education, cited some of the agencies which make no pretense of "respecting the freedom of the individual." Modern advertising, she pointed out, would convince us all that "the more you possess the happier you are." The movies teach that "romantic love solves all human problems." Most newspapers and magazines "preach to us a cynical materialism." Even the public schools, she held, are propagandists, with their "hundred percent Americanism." "The question for the parent and the educator," as Mrs. Fisher posed it, "is not whether to indoctrinate, but what? It is going on all the time. The only choice is between good and bad." The real danger, as she indicated it, is in urging upon young minds any dogma as "the truth, the whole truth and nothing but the truth." "Who," she asked, "between caveman and subwayman can decide which truth is The Truth?"

John Dewey pointed out that "children as well as adults refuse to live in a vacuum. When parents and teachers keep aloof from trying to influence children, worse devils come in and take possession of their minds." If we want through our educational processes to equip young people for living in the world of today we must have a truer and less fearful concept of "indoctrination" as well as of "freedom." "Our schools have become too colorless and too neutral. Vital subjects are not let into the classroom and so the students come out unprepared for facing the problems they have to deal with later on."

A Great Teacher

TWENTY-FIVE years ago a young Irish teacher gathered together in a room of Public School 1, New York City, some twenty "difficult" children. They were little misfits in a lower East Side school who held back their fellows without making progress themselves. It was Elizabeth Farrell's plan to take these "problem" children into an ungraded classroom of their own and let them go forward at their own pace and in their own way. Since no two of them were alike in their handicaps, she would teach them as individuals, not as a group.

Last spring, when Miss Farrell went away on a leave of absence in the hope of regaining her health, she was head of a department supervising five hundred ungraded classes in which eleven thousand children were enrolled. In her quarter century of work she had seen thousands of her little misfits grow up to fill places of usefulness and even of honor in the community. She had seen her plan an accepted part of hundreds of up-to-date school systems from New York to California. Shortly before she left, Miss Farrell was guest of honor at a twenty-fifth anniversary luncheon given by the teachers of the Department of Ungraded Classes, in which educators, social workers and leading citizens joined in tribute to her vision, her courage and her achievement. More than one speaker, on that occasion, pointed out that the ungraded classes, in plan and in technique, were not developed in an endowed clinic by a staff of research psychologists. They came up out of the public schools themselves, under the leadership of a classroom teacher.

Miss Farrell's quest for health was unsuccessful, and she died in Cleveland last month. In her work she has left a living monument. Her fellow-workers, outsiders as well as those within the public schools, will most truly honor her by seeing that in spite of hard times and pared budgets her work goes on.

A Home-Buying Nation

NEARLY half the families in the United States own their own homes—or at least they did in 1930. According to figures recently released by the Bureau of Census, in that year 46.8 percent of the total number of families, 14,002,074 to be exact, were in that category. Contrary to general opinion home-owning then is actually on the increase for the corresponding figures were 44.8 and 44.6 percent in 1910 and 1920 respectively. And what is perhaps more surprising is that the increase has been even greater in the non-farm than the farm groups. In this group alone 10,503,386, or 45.2 percent, owned their own homes in 1930 compared to 37.1 percent and 40 percent in the preceding decades. Since 1930 the number of new single-family dwellings has been greater in fact than the number of new multi-family dwellings. Though the depression may in some measure account for this it is significant that in 1931, according to figures compiled by the Bureau of Labor Statistics covering 359 cities, new single-family units were 51.9 percent of the total new construction compared to 36.5 percent multi-family units. Obviously American families are not becoming cliff-dwellers, nor are the majority living in other people's houses.

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When Relief Stops What Do They Eat?

By EWAN CLAGUE
Director of Research, Community Council of Philadelphia

PEOPLE do not starve to death when relief stops; they just starve, with the margin by which life persists maintained by the pity of their neighbors and by a sort of scavenging on the community.

Relief stopped in Philadelphia on June 25. For months fifty-two thousand destitute families had been receiving modest grocery orders and a little milk. Their rent was unpaid, their credit and their borrowing power exhausted. Most of them were absolutely dependent for existence on the food orders supplied through state funds administered by the Committee for Unemployment Relief. Then there were no more funds, and relief—except for a little milk for half-sick children, and a little Red Cross flour—was suddenly discontinued. And Philadelphia asked itself what was happening to these fifty-two thousand families. There were no reports of people starving in the streets, and yet from what possible source were fifty-two thousand families getting enough food to live on?

It was a fair question and the Community Council, with the cooperation of ten settlements and the social-service departments of six hospitals, set out to find the answer by a special study of four hundred families who had been without relief for a period varying from ten to twenty-five days. The families selected were known to the settlements or hospitals in some other than a relief capacity. They were not picked out as the worst cases, but as fairly typical of the fifty-two thousand.

The count of the four hundred families showed a total of 2464 persons. There were two single persons living alone and a few couples, but there was one household of fifteen persons, two of fourteen and three of thirteen. The great majority ranged from five to eight persons per family. In 254 of the families were children of five years or under, many others had older children only, so that the proportion of families with no children at all was comparatively small. There were many mothers with very young babies and a number of pregnant women.

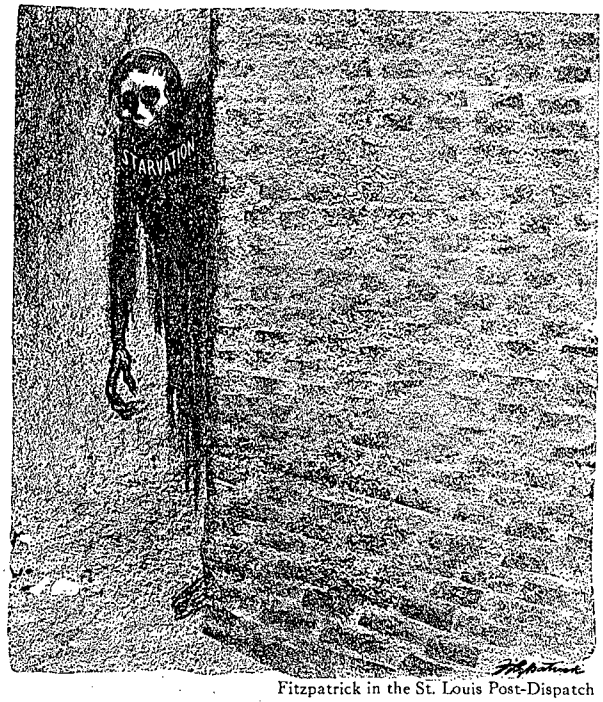
In their effort to discover how these 2464 human beings were keeping themselves alive the investigators inquired into the customary sources of family maintenance, earnings, savings, regular help from relatives, credit and, last but not least, the neighbors.

Some current income in the form of wages was reported by 128 families, though the amounts were generally small and irregular, two or three dollars a week perhaps, earned on odd jobs, by selling knickknacks on the street or by youngsters delivering papers or working nights. In only a handful of cases did the income exceed $10 a week. The great bulk was below $7 a week and for the whole 128 the average wage income was only $4.16 a week. And 272 families of the four hundred had no earnings whatsoever.

Savings were an even more slender resource. Only fifty-four families reported savings and most of these were nothing more than small industrial insurance policies with little or no cash surrender value, technically an asset, actually an item of expense. This does not mean that these families had not had savings—take for instance the Baker family, father, mother and four children. They had had $1000 in a building and loan association which failed. They had had more than $2000 in a savings bank, but the last cent had been withdrawn in January 1931. They had had three insurance policies, which had been surrendered one by one. Both the father and the oldest son were tuberculous, the former being at the moment an applicant for sanitarium care. This family, intelligent, clean, thrifty and likeable—one of thousands at the end of their rope, had had savings as a resource even a year ago—but not now.

THE same situation, it was found, prevailed in regard to regular help from relatives. In the early stages of the depression a large proportion of relief families could count on this help in some form. But of our four hundred families only thirty-three reported assistance from kinsfolk that could be counted on, and this assistance was slender indeed: a brother paid the rent to save eviction, a brother-in-law guaranteed the gas and electric bills, a grandmother, working as a scrubwoman put in a small sum each week. Most of the relatives it was found were so hard-pressed that it was all they could do to save themselves. As a matter of fact many relatives had moved in with the families and were recorded as members of the household.

In the absence of assets or income the next line of defense is credit. But most of the four hundred families were bogged down in debt and retained only a vestige of credit. Take the item of rent or building and loan payments: 349 of the families were behind —some only a month or two,



Fitzpatrick in the St. Louis Post-Dispatch

Just around the corner

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"Permanently Stunted"

STUNTING of mind as well as of body will follow when children must continue to live on the diets that Philadelphia families had to adopt when the Bureau of Unemployment Relief discontinued grocery orders; such is the opinion of Dr. Joseph Stokes, Jr., and Dr. Dorothy Whipple of the Department of Pediatrics, University of Pennsylvania, who discuss the effect of these diets on children and adults. The amount of food is clearly insufficient for normal human needs; furthermore, the lack of milk, meat, fresh fruit and vegetables must result in a great deficiency of the proteins, minerals and vitamins essential for sound growth and well-being. The bones of growing children remain small, become porous and fragile, and break easily, making bodies undersized and misshappen—threatening special disaster to girls in the child-bearing years ahead. Animal research has shown that insufficiency of vitamin B hampers learning ability and mental development; there are strong indications that children suffer likewise. Lack of vitamin A is known to cause a serious eye disease which may result in blindness. "In the case of adults," say the doctors, "the ill effects can be remedied by change in diet, but the children are in danger of being permanently stunted in both body and mind. No amount of good food later can undo the damage wrought during the growing years. The condition of home life is such that serious behavior problems are almost inevitable, especially when it is realized that some food deficiencies actually produce a mental retardation which is the most important single cause of delinquency."

some for a year, a few for two or three years, with six months as the average for the group. The total indebtedness for rent amounted to about $41,000 an average of $120.78. A few landlords had grown impatient and evictions had resulted, but on the whole the contribution of the landlords of Philadelphia to unemployment relief in the form of unpaid rent has been very substantial. Nearly three fourths of the families reported debts other than rent, with their credit to grocers, milkmen, coal dealers and so on used to the limit. At least two thirds of the families owed for gas or electricity or both, but these items rarely ran above $5 since the companies cut off the supply at about that level of indebtedness. Few grocers' bills ran beyond $50—the bulk ranged from $1 to $25. Occasionally the grocers were unwilling to risk very much and the non-payment of very small bills stopped further credit. Milk bills were less frequent and seldom amounted to as much as $15. Other types of debts were varied in character. Substantial money loans from friends or loan companies amounting to $100, $200 or even $300 were occasionally noted. Overdue instalments on furniture were frequent, a few cases of debts for taxes, water rents, furniture storage and doctors were mentioned. One family reported owing $5 to the church.

In numbers the outstanding debts were to grocers and other food retailers though the amounts averaged smaller than any other type of indebtedness. The outstanding feature of the loans was their size—an average of $160 each, whether friendly or commercial. It is surprising that families were able to borrow such sums on what was obviously unsubstantial prospect of repayment. The reasons were, probably, that relatives and sometimes friends were more or less compelled by duty to carry the family, that the loans were a hangover from previous prosperity and that notes undoubtedly had endorsers so that the lending concerns were pressing other persons for payment. In any case this group of families had small chance for any further loans, commercial or friendly.

For an instance of how the load of debt mounted up consider the Beccaria family. Threatened with a second eviction, behind in gas and electricity bills, they owed $45 to the grocer and $112 to the baker, this latter item having accumulated over two years. They owed $45 to a downtown department store, $200 to a brother, $150 to a cousin and a 6 percent commercial loan of $300. Their troubles were complicated by a variety of health problems which were not improving under a diet of bread, potatoes and spaghetti.

Thus, then, the picture of the four hundred families shaped itself: generally no income, such as there was slight, irregular and undependable; shelter still available so long as landlords remained lenient; savings gone; credit exhausted.

But what of food, the never ending, ever pressing necessity for food? In this emergency the outstanding contribution has been made by neighbors. The poor are looking after the poor. In considerably more than a third of the four hundred families the chief source of actual subsistence when grocery orders stopped was the neighbors. The supply was by no means regular or adequate but in the last analysis, when all other resources failed the neighbors rallied to tide the family over a few days. Usually it was leftovers, stale bread, meat bones for soup, a bowl of gravy. Sometimes the children are asked in for a meal. One neighbor sent two eggs a day regularly to a sick man threatened with tuberculosis. This help was the more striking since the neighbors themselves were often close to the line of destitution and could illy spare the food they shared. The primitive communism existing among these people was a constant surprise to the visitors. More than once a family lucky enough to get a good supply of food called in the entire block to share the feast. There is absolutely no doubt that entire neighborhoods were just living from day to day sharing what slight resources any one family chanced to have. Without this mutual help the situation of many of the families would have been desperate.

THE families rustled for themselves as much as they could. A common source of supply for one group was the docks where fruit and vegetables for market are sorted. Children and adults hung around the stalls and snatched at anything that was cast out. Occasionally they were able to make off with good produce but the police were watchful and such enterprise was often disastrous. Street begging was only occasionally resorted to, said the investigators, likewise the petty thieving of milk and groceries from doorsteps. There is little doubt however that gifts of food from grocers, reported by a considerable number of families, were usually obtained by a form of begging. Children, it seems, had the habit of going to a store and by pleading hunger inducing the grocer to give them a little food. Children ran errands for grocers, watched pushcarts, did anything in exchange for fruit or vegetables. The myriad ways in which a family, its entire attention concentrated on food, just food, succeeded in obtaining it constitutes abundant evidence of the ingenuity and perseverance of these people.

As a result of all these efforts, what did these families have? What meals did they get and of what did these meals consist? About 8 percent of the total number were subsisting on one meal a day. Many more were getting only two meals a day, and still others were irregular, sometimes one meal, sometimes two, occasionally by great good fortune, three. Thirty-seven percent of all families were not getting the normal three meals a day.

When the content of these meals is taken into considera-

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tion the facts are still more alarming. Four families had absolutely no solid food whatever—nothing but a drink, usually tea or coffee. Seventy-three others had only one food and one drink for all meals, the food in many cases being bread made from Red Cross flour. Even in the remaining cases, where there were two or three articles of food, the diets day after day and week after week consisted usually of bread, macaroni, spaghetti, potatoes, with milk for the children. Many families were getting no meat and very few vegetables. Fresh fruits were never mentioned, although it is possible that the family might pick these up in the streets occasionally.

These diets were exceedingly harmful in their immediate effects on some of the families where health problems are present. In a number of cases the children are definitely reported on a hospital diagnosis as anemic. Occasionally the adults are likewise affected. The MacIntyre family for instance: these two older people have an adopted child eight years of age. The husband is a bricklayer by trade and the wife can do outside housework. They have had occasional odd jobs over the past year but have been very hard pressed. For the three meals immediately preceding the visit they reported the menus as follows: dinner, previous day, bread and coffee; breakfast, bread and coffee; lunch, corn, fish, bread and coffee; one quart of milk for the little girl for the entire three meals.

Also their health problems were serious. The wife has had several operations, the husband is a possible tuberculosis case, and the child is underweight. All three have been receiving medical attention from a hospital for the past three years. The little girl has been nervous, has fainted at times, and is slightly deformed from rickets. Being undernourished, she needs cod liver oil, milk, oranges and the food which was possible only when the family was on relief. She went to camp for two weeks and returned up to weight and in good spirits. But relief was cut off while she was away and she came back to meals of milk, coffee and bread. In the short time at home she had become fretful and listless, refusing to take anything but milk. This whole family promised to be in serious health difficulties if their situation were long continued.

The Bakers, the Beccarias, the MacIntyres and the other 397 families visited did not starve to death when relief stopped. They kept alive from day to day, catch-as-catch can, reduced for actual subsistence to something of the status of a stray cat prowling for food, for which a kindly soul occasionally sets out a plate of table scraps or a saucer of milk. What this does to the innate dignity of the human soul is not for this writer to discuss. What it does to the bodies and the social attitudes of adults and children is something that we shall know more and more about for years to come. And these four hundred families were, remember, a fair sampling of fifty-two thousand from whom relief was withdrawn. What happened to the four hundred happened in greater or less degree to the fifty-two thousand, and will happen again if the exigencies of the winter should force another discontinuance of food orders.

Rhode Island Finds Out

By BEULAH AMIDON

THE costly lessons of the past three years have been taken to heart by at least one state. Rhode Island faces into the fourth depression winter with the necessary foundations for relief plans and relief expenditures well laid through the work of the Governor's Conference on Relief and Employment, appointed by Governor Case last April. The summary report, submitted by Henry T. Samson, conference chairman, is of first-rate importance, not only to Rhode Island, but to other states and communities in the data it presents, the schemes it outlines, in the set-up oof the conference itself, and in the techniques of its deep-rooted fact-finding and study. Thanks to this conference, Rhode Island has at hand workably exact figures on the state's employment trends over the past decade, its current unemployment load, the distribution of employment by industry and occupation, subsistence costs and maintenance costs for families of different sizes and ages under local conditions, and, based on these figures, estimates of the state's permanent unemployment problem, of the relief load for the months ahead and studied conclusions as to the best methods of financing and administering relief for the present.

The work of the conference was divided among nine active committees, covering fact-finding, financing, administrative methods, preventive measures, the unmarried unemployed, emergency employment of women, subsistence gardens, white-collar unemployed, coordination of public and private agencies. The findings and recommendations of all the committees except that on preventive measures are included in this report. The conference, headed by the chairman of the State Employment and Relief Commission who is also educational secretary of the Providence Community Fund, was thoroughly nonpartisan and responsible, the members selected for special fitness to deal with various phases of unemployment relief. At this writing, the governor has taken no action on the report, and those close to the local situation do not expect that any of its recommendations will be put in force until after Election Day. The report, however, is being widely read and discussed in the state.

For the present calendar year, Rhode Island last winter made available to the several towns two and a half million dollars for relief in the form of loans. Each town or city may draw upon this fund up to 0.6 percent of its assessed valuation (see The Survey, December 1, 1931, page 241). The present report will undoubtedly be the basis for legislative action in framing and financing a relief program for the state beyond January 1, and for local cooperation with that program.

The fact-finding committee, giving a picture of employment tendencies and depression unemployment in Rhode Island, shows that from 1920 to 1930 there was "a decrease in the trend of manufacturing employment in Rhode Island which was not offset by employment opportunities in other lines." "Normal" unemployment in the state is fixed at "between 17,000 and 23,000 persons, 8000 of whom are generally unemployed on account of illness." Unemployment was at a minimum in October 1929 with 20,000 persons out of work. In April 1930, 41,000 were jobless. In April 1931, the number had grown to 63,000, and a year later, out of a working population of 297,000, 93,000 were unemployed. In the areas most seriously affected, Bristol County and the Blackstone Valley,

decreases in employment have been so large since the Census of Employment in 1930, that approximately half the working popu-

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lation may be unemployed. In the area of Metropolitan Providence, approximately one third are unemployed. In Washington and Newport Counties, the pressure is less severe, though even in the latter, one fifth of the working population is unemployed.

The statistical study of employment is based on the records of the Rhode Island commissioner of labor, the state factory inspector, the U. S. Bureau of Labor Statistics and on data secured from employers and public officials by the Brown Bureau of Business Research.

The report points out that the state would now face an unemployment problem, even if business had returned to 1929 levels. "In fact, it would probably be a larger load [than in 1929] for there is no indication that the trends of the last decade have been reversed." The committee suggests four approaches to this permanent unemployment problem: development and encouragement of new lines of employment; extension of the work of federal employment offices; further extension of the period of schooling; shortening of the work-week.

AS A basis for an emergency relief program, the committee offers figures based on Providence prices but which, it feels, are applicable to Rhode Island communities generally, "except as individual towns and cities may apply a local rent item." The committee found that subsistence for a family of five costs slightly more than $10 a week. It sets this figure, however, with a grave warning:

> Any lower standard would be immediately deleterious. This standard is itself inadequate, though its consequences would not be immediately apparent. The food provided is probably insufficient to prevent malnutrition. The family living on such a budget would be slowly consuming most of its little capital fund of clothing and household furnishings. No provision at all is made for health, education, recreation, gifts, etc.

A maintenance budget, as compared with this subsistence budget, comes to $17.50 a week, on which, the committee finds, "a family of five may be maintained . . . on about the plane observed by the average wage-earning family." Even this budget, however, while it provides more adequate food and fuel, better shelter, some clothing and household supplies, has no funds for health, insurance, education, union dues, church, gifts, or even streetcar fares. "It is a budget without frills," the general summary points out, but one that provides the necessities, while the $10 budget "involves a slow undermining of the family at every point." The report underscores "the great difference between the amount which is needed to protect a family against desperate hunger for a few days and the amount which must be provided to carry a family for months on end."

Using unemployment figures, cost of living estimates and the current relief loads of towns now receiving state aid, the committee finds that the minimum relief requirements to carry the families of Rhode Island's jobless through 1933 on a subsistence level will be $6,600,000. A second method of computation is based on the estimated number of families now totally without wage income. If all this potential load were to materialize, it would call for an expenditure of about $11,000,000, putting relief on a subsistence basis. Somewhere between these sums, the fact-finding committee feels, lies the 1933 minimum for relief. Half of this cost, the conference report elsewhere recommends, should be borne by the local communities, half being reimbursed to city or town by the state. In his letter of transmittal, Mr. Samson points out the possibility of reducing the fact-finding committee's estimates "if the state were to adopt a wholesale buying scheme, with the establishment of a state warehouse and local commissary stores."

The question of direct relief as against work relief was canvassed by a special subcommittee, which established for the conference the premise that work relief, wherever possible, is preferable to direct relief. "The entire report and recommendations of the committee are based on this premise."

The committee on work-relief administration holds that the success of a work-relief program rests on: accurate investigation of the families to be aided, appropriate projects, assignment of workers according to fitness, adequate supervision, adequate materials and equipment. The committee urges that the State Unemployment Relief Commission be given wider authority over the choice of projects and assignment of workers. The committee holds emphatically that "food orders now used as a standard payment for work relief should be abolished, and that cash payment for work done provides a better means for distributing unemployment-relief benefits."

Division of the state into five regional districts under the State Unemployment Relief Commission, with a state official for each district supervising the work of the directors of public aid in that district, is the general administrative plan put forward, presupposing joint financial responsibility by the local community and the state.

The committee on ways and means makes three recommendations:

> That the credit of the state be utilized to provide such funds for unemployment relief as may be found necessary, and that any debts so incurred be amortized as rapidly as possible by taxation, except that the taxes to be raised for this purpose in any one year shall not exceed $3,000,000, any such taxes to be imposed and collected by the State of Rhode Island;
>
> That the governor immediately request the State Board of Tax Commissioners to draft the necessary legislation to meet the requirements of the foregoing recommendation;
>
> That the state does not make application for a loan from the Reconstruction Finance Corporation at this time.

The fact-finding committee's chief recommendations are for an annual sample census of employment and unemployment in Rhode Island. A second recommendation is for current reports of the amount of relief and the number of families aided by every organized charitable institution in the state, made available on a monthly basis for 1931 and 1932, with annual totals for preceding years, and carried forward continuously month by month.

IN GENERAL, the conference recommends that the present relief program which, it feels, is dealing effectively with current need be strengthened

> in the direction of more unified action and the assumption of greater responsibility. . . . We are of the opinion that a greater degree of state control is essential to a more efficient administration, and we believe that changes in the present law which have as their purposes the strengthening of state control and the appointment of officials with wide discretionary powers would be beneficial.

At a time when in many states, faced with the winter's hard times, public officials can only hold out their hands for Reconstruction Finance Corporation money, confessing themselves unable to define the extent or distribution of their need, Rhode Island has a fairly clear picture of the winter's grim realities. There is available to Rhode Island officials and to the public data on the fundamentals of the state's unemployment problem as a basis for an effective relief program. This conference report offers the main outlines and many of the details for such planning. And it presents competent opinion, based on facts and figures, as to whether Rhode Island needs federal aid or whether, for the present, that state can and should carry its own load.

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Canton's Community Store

By A. M. LUNTZ

President Canton Welfare Federation; Luntz Iron and Steel Company

CANTON, Ohio, is a typical manufacturing city dependent to a large extent upon the steel and automotive industries. Early in the depression the city was called upon to care for large numbers of needy citizens. For the distribution of food we adopted the system recommended by the Temporary Emergency Relief Administration of New York State. Under this system orders were given to the needy to be filled by the local grocer, who in turn collected from the welfare fund.

We were dissatisfied with this plan as it actually operated and we began an exhaustive study of the commissary store in operation. The manager of our Welfare Federation devoted much of his time to this inquiry at the National Conference of Social Work in Minneapolis in 1931. In our study we encountered every objection given by Margaret Wead in her article in the September Midmonthly Survey, but since the commissary method was not in general use at that time, the objections seemed to be largely theoretical and without any basis in experience. We decided that the principles of the commissary were sound and we adopted it for use in Canton.

From the very first our Community Store, for so we call it, was made a matter of community effort. The relief question was a staggering emergency that called for emergency measures. The director of the Welfare Federation and his assistant, the president and secretary of the Family Service Society, members of the Citizens' Relief Committee, city and county officials, wholesalers, merchants, dietitians, all cooperated in establishing our store and in deciding the guiding principles and policies of its operation.

The general public had contributed heavily through voluntary subscriptions and through voting public funds. For this reason no general appeal was issued for the direct contribution of food, but producers were asked to give of their surplus. The response was wholehearted and to date over ten thousand bushels of vegetables have been contributed. This did not affect the local markets since it represented only the unsalable surplus and since it was collected by community help. In similar fashion fruit has been given, voluntarily gathered and preserved for winter use. In some cases land was offered and wherever possible it was utilized by the unemployed for garden plots.

The industrial plants and retail stores of Canton have also given complete cooperation. The use of a warehouse was contributed and the storage facilities thus made available enable us to purchase non-perishable food in carload quantities. The purchasing of supplies is done by a committee composed of the purchasing agents of the large industrial plants and retail stores of the city. Whenever possible all supplies are purchased from local sources. Local wholesalers furnish the bulk of the goods ordered and nothing is purchased through out-of-town wholesalers or chain-store warehouses, but direct from manufacturers. Local vendors of milk, bread, clothing, fuel, and the like have cooperated to the fullest extent. Bread tickets received at the Community Store may be exchanged at convenient bread stations operated by the bakeries. The client has his favorite brand of milk delivered at his door every morning. As a last example of community cooperation, a shoe merchant purchased for the store a large order of shoes at wholesale prices and offered the use of his store and clerks for the fitting and issuance of them.

THIS community response and cooperation is largely responsible for the successful operation of the store, the economies that it has effected, the efficiency secured and the growth of a new public consciousness. In Canton, people from all the walks of life were responsible for the inception of the commissary store and contribute to its continued success. Experts from every line of business have helped to solve every problem as it arose. It was through this general cooperation that many of the glaring evils pointed out by Miss Wead as existing in some communities were very early eliminated in Canton.

It is a contention of Penny-Wise Relief that the establishment of a commissary store attracts people, and that the sorting out of the unnecessary applicants is one of the uneconomical factors of such a method. This is contrary to our experience. We have found that the publicity given to the appropriation of large funds for relief purposes attracts more people than does the publicity given the store. After ten months of operation we find that our proportion of new applicants is no greater than that of communities that do not use the commissary method.

All applications received are acted upon by experienced case workers of established relief agencies, who secure the necessary data. After an application has been al-

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UNDER the title Penny-Wise Relief, the September Midmonthly Survey published an article by Margaret Wead on the commissary method of feeding the unemployed, based in part on information gathered by the Family Welfare Association of America from all over the country. Miss Wead's conclusion was that, as a whole, the commissary method failed to make the economies claimed for it, tended to rigid and unsatisfactory diets, was humiliating and weakening to the morale of the families and was frequently unfair to neighborhood grocers. The article has occasioned wide discussion. We are glad to publish here an account of the Community Store in Canton, Ohio, by the president of the Canton Welfare Federation and another of the Cincinnati Commissary by the director of the Helen S. Trounstine Foundation, together with Miss Wead's rejoinder.

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lowed, a standard order of groceries is issued. This order takes into consideration the number in the family, the age and physical condition of each member, and is balanced by experienced dietitians. Within certain prescribed dietary limits each order permits a wide range of personal choice and no attempt is made to control or to ignore individual tastes. Furthermore this order not only provides food but permits the family to continue its normal washing and housecleaning. The following is an example of the order given for a family of five, two adults and three children, for a week:

1 lb. bacon square	1 lb. seedless raisins
1 lb. fresh beef	2 lbs. macaroni
2 lbs. hamburg	4 lbs. rolled oats
½ lb. cheese	1 jar peanut butter
1 lb. lard	1 box sal soda
1 lb. oleomargarine	2 quarts of milk delivered daily
1 lb. soda crackers	3 tall cans milk
1 dozen eggs	½ lb. dried corn
½ lb. cocoa	5 lbs. parsnips
½ lb. coffee	2 lbs. lettuce
10 bread tickets	2 lbs. carrots
1 box matches	3 lbs. white sugar
1 No. 2½ can tomatoes	1 peck potatoes
1 can corn syrup	5 lbs. pastry flour
1 can tomato paste	2 cakes toilet soap
1 pt. vinegar	2 cakes laundry soap

Such an order permits a palatable variety of foods that supply the vitamins and food elements necessary for growing children. Fresh vegetables are provided with each order the year around. The order is varied from week to week and is standardized only in the number of calories and in dietary limitations necessary for a balanced ration.

Food like this is being provided in Canton at an average gross cost of eight cents per person per day, including overhead. Cost figures show that the clients of our store are being fed at a much lower cost than was possible when orders were given to scattered retail stores. This economy of feeding the needy at eight cents a day is not the idle imagination of a business man, it is an economy that is very real to the whole community in spite of the comment by Miss Wead that "... the economies [of the commissary] are not always real."

Our Community Store is located in the heart of the city and resembles any ordinary store. Over three thousand six hundred families are securing their weekly allowance of food over its counters, yet the long lines of waiting clients pictured by Miss Wead are never present. Each family is assigned a given hour on a given day of each week. The steady stream of clients never assumes staggering proportions nor are they compelled to wait unusual lengths of time.

With the exception of the bread and milk already discussed, each client calls for his order at the central store. Where the client is ill, or old, or where the case workers advise, the order is delivered in such a way as to preserve the normal privacy of the individual. But the statement that "in any case all orders should be delivered," is absurd. In normal times these families did not have their groceries delivered; and in these times of emergency the cost of delivery is unjustified.

Nor has the economy of our Community Store been secured at the price of a loss of quality as Penny-Wise Relief predicts. An awakened public opinion would quickly and rightly condemn any practice of providing spoiled or inferior food for the needy. By ordering our supplies through local wholesalers the quality is guaranteed, and if it is not standard, the goods are returned in good business fashion. Furthermore by ordering through the local wholesaler we secure the same quality of goods as the local grocer. In the case of perishable goods the quality maintained by the commissary is higher than that of the small grocer because of our greater and quicker turnover.

Most of our clerks were chosen from former clients; they are paid a definite wage and are required to buy their food elsewhere. Like Miss Wead, we early discovered that clerks often assume the duties of a case worker, but we have found it vastly easier to control our own clerks than the clerks of small scattered grocers. Where any question arises or injustice occurs, the clerk fills the order as it is issued and brings the complaint or question to the attention of the case workers.

Miss Wead contends that the creation of the commissary store gives unfair competition to the local grocer and often forces him to the wall. This contention shows a lack of the principles involved. If there was no relief work, the grocer would be compelled to allow a tremendous amount of unsupported credit, to give his groceries away for nothing, or else to allow them to remain on his shelves; and any one of these courses would eventually force him to close. The grocer would lose his customer because his customer would have no money; and it would be for the same reason that the furniture, jewelry, and clothing stores have lost their customers and in many cases been forced to close. It is unfair to claim that the welfare agency that provides that customer with food, has robbed the grocer of a customer. We are under no obligation to provide the grocer with customers any more than we are to provide the furniture dealer, the jeweler or the clothier with customers. We have a double obligation,—to the hungry and to the giver of funds, that is greater than any obligation we may have to any particular trade. Furthermore, if for the sake of convenience and economy the relief business were concentrated with one or two dealers, it would have the same effect upon the general trade as does the relief store. If the relief business is scattered, it is of little value to any one dealer.

THE majority of the retail grocers support us in this view. The following statement is from a letter written by the Canton Grocers Association, representing most of the independent grocers of Canton, to the president of the Welfare Federation:

> In our opinion the fundamental principles on which the Welfare Association is carrying out the distribution of food for relief to the needy is absolutely sound. In addition in the practical carrying out of the plan, we feel that you have made wonderful success and we endorse wholeheartedly your efforts.

Relief work that fails to consider the humiliating position of the recipient is but half-hearted and half-successful relief. We take this into account and every physically able man works for the city or county, the store, or on the city farm. Nor is this mere useless drudgery. Parks have been created out of unsightly regions, streets have been graded, sewers cleaned, and community recreation encouraged through the building of baseball diamonds and playgrounds. In coming to the Community Store, the unemployed man is getting food for which he has worked, and he is rubbing elbows with other clients and even clerks in the same condition. Often in the local stores when the T. E. R. A. plan was in operation he felt that he was being discriminated against but that he dared not complain. Too often we had to warn grocers and their clerks that the welfare client was just as much a customer as any other individual in the store, and too often the clerks, knowing that he was a welfare customer, let him wait while they waited on cash customers. We discovered also that grocers often yielded to the importunities of the client and issued food of no food value, or gave cash instead of food. At the Community Store the client gets the needed food and receives the same indis-

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criminate service that he has a right to expect elsewhere.

The local Family Service Society finds that the Community Store has many advantages over the former system. In addition to the advantages already discussed there is a saving of time and effort on the part of case workers, since it is no longer necessary to write individual orders for each grocer and client. Every family of a given size receives the same amount and the charge of favoritism cannot arise. Complaints by clients have a definite channel through which they can reach the case workers, and they in turn can more easily communicate with the store and the client. This centralized center of communication is of great assistance in handling orders for fuel and milk, complaints and divers other communications.

We tried the plan suggested by Miss Wead for a much longer time than we have tried the Community Store, and we have found the latter more economical, efficient and constructive of community morale. The store is a community expression, and the whole community contributes to its success. The client of the store is still a citizen, still a human being, and that fact is never forgotten or permitted to be forgotten. The many faults enumerated by Miss Wead might develop in theory or through careless management, but good business permits neither.

Welfare workers who have come to Canton from other cities where the T. E. R. A. plan is still in operation are loud in their approval of our system. They report a more efficient administration and a better community morale than is found under the other system. They also note the definite accomplishments of our attempts at a balanced diet. The executive of one of our children's agencies reports, "Since the store was opened I have seen poor, thin, undernourished children gain weight and become healthy looking because of the large quantities of milk and other foods you are issuing." The same improvement in health and its resulting improvement in schoolwork has been noted by teachers in our public schools. After all, a food distribution that secures this result has met some of the conditions of ideal relief work.

Canton, in the face of its present social and financial crises, is still conscious of its obligations to its citizens; and the leaders of the city, officials, professional and business men are still conscious of their obligations to their fellowman. In our relief work the application of business principles has contributed much towards our success. The advantages of a community store may be secured in any community where the volume of relief warrants it, and where a thinking citizenry is conscious of the problems of relief. These advantages are not peculiar to Canton. We have tried the T. E. R. A. plan and have not found it as satisfactory in any sense as the commissary plan. We are proud of our Community Store, the community spirit that makes it possible, the community of cooperation that makes it a success, and the community of fellowship that makes for a courageous morale.

Cincinnati's Commissary

By ELLERY F. REED
Director Helen S. Trounstine Foundation, Cincinnati

MISS WEAD'S article, Penny-Wise Relief in the September Midmonthly Survey, seems to assume that all of the evils that may be and usually have been, connected with the commissary system, must necessarily characterize it universally.

Let it be granted that with good case work cash relief is generally preferable, and also let it be granted that the independent grocer who has carried many families on credit until he is at the verge of bankruptcy himself deserves consideration. We face, however, at the present time emergency conditions under which good case work, generally speaking, has become impossible. Furthermore, with 16 percent of the population (the present percentage in Cincinnati and Hamilton County) dependent on relief agencies, the interests of the comparatively small number of independent grocers affected by the commissary must be given second place. Mr. Hoehler, director of the Cincinnati and Hamilton County Department of Public Welfare, speaking of the commissary, says: "The chain stores, when retail groceries were being bought, received 52 percent of the trade, and of the 11,000 retail grocers in the county, only 17 received any appreciable margin of the 47 percent of the remaining trade."

Miss Wead in her article declared that if the public commissary is to be successful from the standpoint of saving public funds, it must do so on the basis of giving standardized orders, requiring the clients to call for these orders, giving a doubtful or poor quality of food, and failing to give fresh or "vitamin-bearing foods." Cincinnati has recently developed a public commissary system which has largely overcome these objections and has at the same time, according to the weekly check-up made by the Department of Public Welfare, effected approximately a one third saving over the regular retail prices of food.

The commissary is under the volunteer management of a man who has been for years a buyer in the wholesale purchasing department of a great chain-store system. The commissary has no branches, but is housed completely in a large warehouse rented by the Baltimore and Ohio Railroad to the Welfare Department of Cincinnati for one dollar per year. Supplies are bought in carload lots and unloaded directly into the warehouse. All kinds of foods excepting fresh meats are handled, including in season, tomatoes, string beans, carrots, beets, onions, cabbage, eggs, lettuce and spinach. A refrigerator car has been loaned by the Baltimore and Ohio Railroad to keep these perishable foods fresh. Most of the labor is supplied on a work-relief basis. Everything about the plant is a model of neatness, cleanliness, order and efficiency.

Orders for food to be delivered to clients on straight relief are originally and individually made out by case workers in the constituted family welfare and relief agencies of the city. The food is delivered any place in the county by two commercial delivery companies at a cost of fifteen cents per delivery. Orders are given to cover a period of two weeks. This is too long for ideal conditions, especially for fresh foods such as lettuce and tomatoes. However, the 14,500 families who are receiving food from the commissary also receive approximately 88,000 quarts of fresh milk per month, $7000 worth of canned milk, and $13,000 worth of other dairy products.

Furthermore, this relief in kind is supplemented by cash. The $141,000 worth of groceries distributed in September

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were supplemented by approximately $100,000 cash to the work-relief men and $29,000 to others. The nearly six thousand work-relief men receive for two days work $3 in cash and their choice of three grocery orders worth $2.40 at retail but costing the city $1.60. Most of the complaints about ill-adapted food orders have come from this group, but individualization of service has not seemed feasible.

The Cincinnati commissary thus seems to be avoiding the most serious objections commonly launched against this system of relief. It is not claimed that it is perfect, but a recent investigation indicates that as an emergency institution for distributing food relief on a large scale at the lowest possible cost, the Cincinnati commissary seems fully justified.

Commissaries By and Large

By MARGARET WEAD
Travelers Aid Society of New York

THE purpose of my article was not to assert that commissaries under any and all circumstances can never perform a useful or effective service, but rather to point out some of the difficulties which have been encountered under the commissary plan in order that cities considering this form of relief might compare its advantages and disadvantages with other methods. It was not intended in any way to belittle or to underestimate the splendid efforts of communities to make their relief funds stretch as far as possible, particularly the efforts of business men who in this depression have been so generous with time, money and advice.

Dr. Reed's plan includes three excellent features all advocated in the article, but which have often been lacking in other commissaries: i. e. food is delivered, some choice is allowed the family, and the orders are supplemented by a cash allowance. Mr. Luntz's utilization of experienced case workers to handle applications and the assignment of a given hour at which the client may call for his order are helpful factors. The volunteer management of an experienced buyer in Cincinnati and the purchasing of supplies by a committee of purchasing agents in Canton have no doubt had much to do with the success of the plans in these cities.

At the present time we need to study such experiments together with those going forward in other cities for reducing price by agreements with local grocers before it can definitely be determined what method offers most in economy and efficiency, keeping in mind also the case workers' natural concern with the effect on those receiving help. Meanwhile it is encouraging to know that the Cincinnati and Canton commissaries, as described, have been successful in eliminating so many of the unfortunate features found in some cities.

Although The Survey article was based in part on material gathered by the Family Welfare Association of America, the comments made here are my own.

What Keeps the Nurses Going?

By LILLIAN D. WALD
Founder Visiting Nurse Service, Henry Street Settlement, New York

IT WAS not an idle question as it came across the lunch table. Six of us sat on the sun porch, looking out across the Connecticut landscape one hazily peaceful Indian summer day. The air was warm with October colors, tangy with the smell of late garden flowers, wood smoke and the sea. We were all city people, enjoying a brief interlude in strenuous jobs. I had violated the spirit of our holiday with stories some of our visiting nurses had brought back from their daily rounds—stories sharp with pain and fear. "What keeps the nurses going?" my guest exclaimed. I have heard the question from many people who know something of the public-health nurses' problems these days.

The nurse faces what so many workers in related fields are confronting—depleted funds, salary cuts, uncertainty as to how long her decreased income can continue. At the same time the burden of her work is heavier day by day. There are more and more calls for her services. Homes where a private nurse used to be a matter of course in serious illness now ask for the hourly service of the visiting nurse, and often are unable to pay even the low fee asked. In home after home the nurse must deal not only with the professional matters of her calling, but with malnutrition or threatened eviction or overcrowding or broken spirit or some other tragic consequence of unemployment and exhausted resources.

Have you ever heard a hungry child cry? Have you seen the uncontrollable trembling of parents who have gone half starved for weeks so that the children may have food? Do you know what it means to try to minister to the sick or the dying or the newly born in an overcrowded home where there is no heat, no food, no clean clothing or bedding, gas and electricity turned off, no furniture worth pawning or selling, an eviction notice tacked on the door?

To such need the nurses must, if they make good, respond not only with professional skill but with unfailing sympathy, tact and patience. They must win and hold the family confidence. They must mobilize community resources. They must smooth the way for relief agencies. They must hearten, educate, explain, reassure. To long hours of hard, exacting work is added this unending drain on the reserves of the spirit.

I often find myself watching them with wonder, these quiet women who carry their enormous load with so much pluck and without whimpering. I cannot match their serenity. Often when I fret audibly about them, they ask, almost impatiently, "Why do you worry so much?" "Why, we're only doing our jobs!" "Oh, please don't waste your energy over us, we're strong and well—"

There is a sense of dedication about the women who make good as public-health nurses. They literally forget themselves. They tap sources of strength on which dedicated souls of all ages have drawn. They have, too, a sense of identity with the family problem, a moral responsibility for bringing it through to some sort of workable solution. You see the same thing in the way a good mother lifts and carries her family load: the more she is called on to do, the more these humanities flower forth.

There is a lift, of course, in the job itself that helps carry the nurse along. Her work is never a monotonous round. She can count on change, variety, plenty of "human interest" in

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her days. Almost every case is a challenge to her to do her job in a new way. Out of her day's work the nurse gains the strength that comes from the dependence of others upon her; she has, too, the frequent satisfaction of seeing accomplishment flow directly from her effort.

THIS fall I have retold the story of the furniture finisher into whose home one of our nurses was called. The man's wife was the patient, with a diagnosis of "pregnancy complicated by underfeeding." The man had had no steady work for more than two years. His wife had succeeded a few months before in getting part-time factory work. Except for the husband's occasional odd jobs, this small wage was the sole family support.

The nurse suspected that both parents were giving to the two children most of what food they were able to buy and slowly starving themselves. The husband, who was over six feet tall, weighed only 120 pounds. The wife had the blue, transparent pallor of starvation. The nurse urged her to give up her job and apply for aid. This the woman refused to do. "We aren't beggars—we don't want anything but work. I've got to keep my job till labor pains begin."

That evening when her work was done, the nurse stopped at a newsstand and bought Brooklyn and Newark papers, thinking that in one of the suburbs there might be a place open for a furniture finisher. Her search of the want ads was rewarded. An employer in Long Island was asking for a "good worker" with this skill. The nurse telephoned the advertiser, introduced herself, told him about her patient's husband, of his obvious honesty, his long employment record before the depression, his eagerness to work. "Sounds good," said the employer. "Send him over the first thing in the morning. I shouldn't wonder if he'd do."

The nurse had had a long and wearing day, but she went back to that tenement home at once, a long subway journey with many flights of stairs at the end of it. She gave the man the employer's message, carfare and a note of introduction, recalling the telephone conversation. "I'll be there at eight o'clock," the man promised. "His face was like a sunrise," the nurse said, when she told me about it.

The next morning at 8:30 the nurse reached her office to find the man standing by the door with a box under his arm. Disappointed, she exclaimed, "You'll never get that job; it's too late!"

"But," said he, "I can't help it! After you left, my wife's pains began. I had no money to get a doctor, so I went for a policeman and he got an ambulance. The ambulance surgeon delivered her. But the baby died and they took my wife back to the hospital with them. I couldn't leave the other children nor the dead baby, and during the night I made the little coffin with some nice wood I had in my room. Now I don't know what to do with the box or the baby."

To the morgue went the nurse with the father, whom she described as having the look of Lazarus. But the nurse, as she told the story, was entirely unconscious of having performed any but an essential nurse's service.

In a recent report one of our supervisors suggested what I am trying to say when she wrote, "The worker who goes into the home to give financial relief or to watch over the health of the family must daily gird herself as though for battle, for truly it is a great battle we are fighting. Not for a minute must we lose faith or courage, else we fail those who turn to us in their trouble."

The devotion to something outside herself is, I believe, one of the things that keeps the nurse going. She has another source of power in the satisfaction that comes to her when she sees her work bear fruit.

One of our nurses was recently heartened by attending a wedding in the home of one of her patients. The patient was the young bride's father. He had been paralyzed and bedridden for nine years. The mother works in a department store and has been the family breadwinner during that time. The employers on their part are cooperating generously by permitting her to begin her day at ten instead of nine. That has given her time to give the patient his breakfast and to send the children off to school. She leaves the key under the doormat where the nurse finds it when she comes to give the man his essential treatment. By signs and motions they understand each other perfectly, and those who know the care of paralytics will understand that the care is efficient, for there has been no record of a bedsore. The nurse has helped keep the family together and recognizes the fine spirit of the father who gives something to the home in the supervision of the children that would not have been possible from the far-off Chronic Hospital with the mother away. For nine years successive nurses through their daily ministrations have had a continuing relationship with the family and have shared the family's joys as well as its difficulties. Out of an apparently hopeless situation they have helped make an organized and harmonious home. You can see that the nurse has an upwelling sense of accomplishment in having had a part in something that is tremendously worthwhile.

IN SPITE of the long hours, exacting toil and mounting demands upon her, the physical and emotional strain, the visiting nurse—if she is qualified by aptitude and intelligence and devotion—will not falter. She knows that she is needed, she knows that her work is good, and out of this faith she seems to renew her strength.

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Shoes That Had Tongues

By CARRIE FERRIS GREEN and LOU ROGERS SHACKELTON

Who know the trials of the young social worker from experience

FIVE minutes before five, closing time at the Associated Charities, five minutes of grace for those who think of things only at the last minute. So thought Miss Anna the youngest worker. If only no one would telephone during those five minutes, then she might steal away home at once and take off those beautiful but tight shoes. Not that Miss Anna was impatient or ill-natured as a rule but a tight shoe is a tight shoe and her shoes pinched cruelly. The pair of elegantly built high-heeled Oxfords she wore were entirely out of place in this rough desert town.

The telephone *did*—ring.

Miss Anna hurried to answer. She reported to Miss Dawson, the Superintendent, that the Rawlins baby had arrived with no doctor in attendance—only an elderly neighbor woman. There were only a few pieces of clothing and but little food for the family. With her usual efficiency Miss Dawson directed the youngest worker to assemble an emergency layette from among the donated garments while she herself telephoned for a doctor and to the nearest grocer.

Almost before the five minutes of grace were up Miss Anna was on her way. Three blocks to the car-line and the sun blazing its fiercest, for in this desert country in summer time the sun seems hottest between four-thirty and seven. There were no sidewalks but the ground was as hot as a cement pavement. The "angel of mercy" did not feel exactly like an angel.

A new baby was still an event to the youngest worker, so it was no effort to produce her famous smile and properly to admire the new comer to the mother's delight. The family were decent white people only temporarily down. The young father had a broken ankle. The young mother had appealed to her own sister for help but had been refused.

The sister had written,

"We're no better off than you. We can hardly keep our heads above water. My man shovels dirt for a living.

"The trouble with you is you have got too much silly pride. We have hocked all our good things and you can do the same. How about that fine diamond of yours. Sell it and get some money. Poor folks like you don't need diamonds. Better a full stomach and a ten-cent store diamond I say. I can't send you nothing but you do as I tell you about the ring."

That ring had evidently been a thorn in the sister's side—jealousy—this was a fine opportunity to give a malicious stab just when it might hurt the worst.

"Please Miss Anna, you are so sweet and kind, don't tell them at the Charities about the ring. Joe gave it to me when we were engaged. It took him ever so long to save up the money for it. When he can work he can repay you. Please Miss Anna don't tell them."

Miss Anna promised, thinking of her own poverty and the tight, beautiful shoes that her Aunt Sophie had sent her. Those shoes that stung and pinched and burned with tongues of flame. They looked as out of place in that rough board shack as the diamond on the woman's finger. She was foolish anyhow making charity calls in such foot-gear. Aunt Sophie had little or no idea of real suffering and real missionary work, like many others.

Outside once more in the scorching sun hobbling along. One foot hurt as badly as the other, so she did not limp. It was a torturing crawl. Back in her room off with the shoes, all ready for the big cry. It wasn't the shoes alone—it was everything. Miss Anna was passing through the first stage of disillusionment. She was beginning to face life as it was. Her head was just emerging from the clouds and her feet were being forced to walk upon the ground.

An idealist, young Miss Anna had chosen Welfare work as a career. Her mother and Aunt Sophie had been proud of her choice. They visualized their lovely girl as a Lady Bountiful, an angel of mercy, floating around and above poverty but never touching foot to solid soil. To the aristocracy at home beautifully shod feet were the insignia of lady-ship. Small feet were synonymous with gentility.

But gentility wasn't important now. She must have a pair of comfortable shoes such as she had seen in the auction rooms around the corner. The longer she looked at the narrow things the sillier they looked. Silly for her to wear in such work. No—they were really impossible. If only she had the nerve to try to sell them. The auction rooms, maybe they would buy them. They sold shoes and probably bought them. She knew the little woman who sold the clothes in there. At least she was very friendly and often chatted with the youngest worker as she passed. The next morning Miss Anna had made up her mind "do or die" to take the advice of Mrs. Rawlins' sister.

THERE was the smiling little woman coming towards her. She smiled still more as the girl blushed and stammered. Surely they could sell the lovely shoes. She had often noticed how beautifully they looked on Miss Anna's feet. She would even lend her a pair until they sold and of course she would keep the whole transaction a secret.

A few days after the business transaction a committee from the Missionary Circle met to sew for the Charities. One of the members who was there early said—"I must tell you something funny." This lady of the nimble tongue had been "out slumming," had visited the auction rooms and recognized the shoes of a young social worker. The woman in charge had told her the whole story. That a wealthy relative had sent them as a present to this young worker and they were too small for her. Her family being poor but proud she had taken the idea from advice given to one of her clients by a sister, and had hocked them.

Poor Miss Anna who was obliged to listen or "give herself away."

As soon as possible Miss Dawson—who suspected that Miss Anna was the young social worker—went at once to her home finding her in tears. She consoled her, saying, "You must meet all sorts and conditions of men, and must learn to take things as they come, relying on our 'Tower of Strength' and remembering that the 'field hath eye—and the wood hath ear' and it is evident from your experience that shoes have tongues."

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Back to Barbarism

By IRA S. WILE, M.D.
Vice-president, Children's Welfare Federation, New York

MAN speaks of civilization and progress when frequently he merely means the gaining of comfort and the development of leisure. Temporary economic depressions are not typical of our civilization. Primitive people were constantly more familiar with the struggle for existence, the need for food and the urgent search for security.

Primitive people recognized that the position of children in the community is antagonistic to that of adults. In times of food shortage they honestly believed that children must be sacrificed under the self-protective tradition of society. Hence primitive people resorted to abortion and infanticide to lessen the burden of children on the community.

The Papuans of New Guinea were frank enough to say, "Children are a burden; we become tired of them; they destroy us." Their attitude toward the young was frank and understandable—but is that a proper state of mind, in 1932, in the United States?

In the New Hebrides, if a malformed child was born the child and its mother were killed. Such an action as the result of an honest belief can be understood. But are the crippled and the weak children of American cities to be subjected to an indirect destruction by the withdrawal of assistance from the organizations concerned with their welfare? Are bodies and minds, maimed or warped, to be penalized by a primitive procedure in the midst of our skyscrapers—exclamation points of our material wealth?

Australian savages had no hesitation in killing sick and imperfect children because they would require too great care on the part of the community. Are people of this age and generation to return to atavistic neglect because they fear to give the great care that was their satisfaction during their years of prosperity and which should be their pride in depression?

Natives of Murray Island, in Torres Straits, destroyed all young children who were born beyond a prescribed number, lest through their existence the food supply should become insufficient for the tribe. The food supply of this country is not insufficient. Nor would our people admit that directly or indirectly they would limit the growth and development of children who have come into life and being, regardless of whether they belong to the category of the weak or the strong.

If there were a real index of civilization, the modern phase of it might be evidenced in diminishing mortality rates, heightened respect for individual existence and more intelligent care of children. The increased expectation of life at birth is due to a diminished mortality rate, not to any actual prolongation of the life-span. If our civilization has gained in life-years it has been through the protection of infants and children. Public and private efforts have increasingly supported them during their difficulties from prenatal development through adolescent emancipation. In the final analysis, society assumes responsibility for these potentially productive citizens that they may later return to the service of society.

We have centered our attention during this crisis on relief of the unemployed. People are urged to give funds lest there be riots, revolts or revolution. Funds which have previously been directed toward constructive efforts are now diverted and some large amounts are thrown into a leaky basket. The community that objected to the term "dole" is reverting to protective charity that makes no impress on the economic conditions which are responsible for unemployment. As a result many institutions, organizations and agencies which have assumed moral obligations to the community for the care and well-being of children now find themselves lacking in funds, losing members and reducing their employes and services. Because of lack of funds, seven baby health stations have been discontinued in New York City at a time when the need for prenatal and postnatal care of children has never been more acute. This winter there will be fifty fewer beds in maternity wards in private hospitals on the East Side. Because of this increased congestion mothers coming to these wards in the public hospitals are sent out again on the seventh day after their confinement although the city authorities are cognizant of the fact that good medical practise always has considered ten days' rest as a minimum requirement. Thus young, unproductive members of society are bearing the brunt of our crisis—as among the primitives and savages.

A system of organization which makes the adults and children the victims of adult shortcomings lacks a fundamental understanding of ethics. If all of the specific types of philanthropic work existing in 1929 were necessary for the welfare of children under conditions of the greatest industrial prosperity, how much more necessary do they become during a period of economic depression and social denial?

THE food supply of communities is no longer to be measured merely in terms of proteins, carbohydrates, salts and vitamins. There is food for the soul as well as for the body. Children's welfare organizations fill in the gaps left in their lives by our social conditions and they thereby endeavor to make some amends for the sins of society by nurturing the total personalities of the under-privileged. There must be proper environment for a growing citizenry whose patterns are likely to be those of their elders. Our rejection of the young is a form of return to the primitive. It represents a cracking of the veneer of our social civilization.

If we are going back to the primitive, let us be honest about it and say, as did the primitive: "The children are a burden; they are unproductive; they sap our vitality; let them die." There is more need than ever for the continuous support of all philanthropic social organizations which have their responsibilities and obligations in safeguarding the generation that is to determine whether our civilization has been worthy of its present development and preservation. For the young alone can the finest constructive work be done. Let us not confuse economics and education. If we are not to revert to the primitive, it is time for all citizens to continue to aid the dependable organizations in their communities that have been devoted to the interests and welfare of children. Giving money for the unemployed solves no basic problems. Denial of funds to the young will produce new and basic problems.

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Toward Industrial Peace

By FERDINAND M. ISSERMAN

Rabbi of Temple Israel and Chairman of the Social Justice Commission, St. Louis, Missouri

TWO St. Louis clergymen early in 1931 foresaw that the depression was going to bring industrial conflict in its wake. They felt the need of a community organization which could act to mitigate clashes between employers and workers and which could also help educate the public in such problems. After considerable discussion these clergymen took the lead in organizing the Social Justice Commission of St. Louis. It was made up of twenty-five men, fifteen religious leaders and ten professors—five each from St. Louis and Washington Universities, representing political science, economics, sociology and law. The church group included an Episcopal bishop, a Roman Catholic priest, two rabbis, a Presbyterian, a member of the Christian Church, the head of the Ethical Culture Society, several Episcopal rectors, several Congregationalists and Methodists, all leaders of well-known religious organizations. The Commission declared its aims to be:

> First, to encourage a public opinion that will be sensitive to the demands of social justice and that will insist on the application of its principles to concrete situations; second, to arrange for enlightened and impartial research and public discussion on vital social and industrial issues; third, to investigate grave social and industrial abuses with the aid of experts, to make public the fruits of such investigation and, if possible, to propose remedies; and fourth, to be prepared to serve in any capacity to promote the establishment of the principles of social justice.

Almost at once the Commission became an important factor in every major industrial dispute in the city. It was first called into action in the difficulties between the Sanitary Milk Producers, an organization of farmers, and the Pevely Dairy Company, the largest milk distributor in the city, and the only one which had not recognized the farmers' organization. The farmers, resenting an unfair contract submitted by the dairy, refused to supply that dairy with milk. The Pevely Dairy immediately began to set up new milk producers. The Commission received an appeal for social justice from a priest in Illinois, many of whose parishioners had for years produced milk for the dairy in question.

The Commission invited leaders of the Pevely Dairy and of the producers' organization to meet with them, and several conferences were held. It became evident, as the meetings went on, that the differences between producers and distributor were arbitrable. The Commission urged arbitration. The Sanitary Milk Producers accepted but the dairy refused. The Commission then issued through the press an appeal to the public to use its influence to bring about arbitration, but the dairy continued its refusal. After further study, the Commission charged the dairy with unsocial conduct in a public statement reading in part:

> It seems to be the intention of the Pevely Company to utilize the "moratorium" to set up a new group of milk producers to replace members of the Sanitary Milk Producers Association with whom it formerly dealt. This is unjust to those who have expended large sums, partly at the urging of the Pevely Company itself, in order to be able to supply the city with milk. Not only is it bad social practice which ought to be unhesitatingly condemned, but also it leaves hundreds of families impoverished and socially embittered. The public must know that the milk producer in many localities must sell his fluid milk to the distributor who has a receiving station in his zone. He is more or less at the mercy of that company. He must remain in the company's power, because his investments are on land in the company's territory. To deny him the right to bargain collectively is to force him to remain in this position. Against such a condition, American farmers have the right to protest and their protest should be heard with sympathy.

This statement was signed by every member of the Commission but one who had not attended the sessions. Unfortunately the conflict is not yet settled, but the Commission succeeded in calling public attention to the real issues involved.

The Commission's next experience in industrial strife was a dispute over wage cuts between the taxicab companies and the drivers' union. A strike had been called, the taxicabs were idle and there had been some violence when the Social Justice Commission stepped in. Its chairman called representatives of union and operators to a conference with members of the Social Justice Commission. At first the situation seemed hopeless, with great hostility on both sides. At the second conference passions had cooled and arbitration was accepted. Three members of the Commission served on the board of arbitration that drew up a contract binding for two years. The strike, which would have meant hardship to both parties as well as great inconvenience to the community, ended two days after it began.

SOON another strike threatened St. Louis. The milk-wagon drivers and the dairies were at loggerheads over a cut in wages. A conference was called by both disputants on the eve of the strike. To the agreeable surprise of its members the Commission was invited by the dairies, among them the Pevely Dairy whose policy the Commission had condemned, to send two representatives to meet with them prior to their meeting with union leaders. The Commission members found that there was disagreement within the employing group. The union was ready to arbitrate, and so were the dealers with a single exception. The members of the Social Justice Commission succeeded in showing how arbitration was both possible and desirable and the one company withdrew its opposition. The dairymen then suggested to the union leaders that the Commission representatives be invited to the joint conference. At that meeting the decision to arbitrate was reached and a method of procedure was worked out. One member of the Commission served as an arbitrator in this controversy. Two others prepared the economic data on which the arbitrators based their decision.

The fourth dispute in which the Social Justice Commission functioned was by far the most serious. The difficulty again arose in a proposed wage cut, this time by the Street Railways Company. After futile conferences the union voted to strike on May 19. The Chamber of Commerce offered to mediate but neither side responded to its appeal. Several days before the strike was scheduled, the Social Justice Commission invited

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both groups to meet to discuss their differences. The union accepted the offer. The president of the Public Service refused, stating:

I deeply appreciate the caliber of the membership of the Social Justice Commission but it seems to me that in a matter such as the question of the cut in rates of pay to our employes, a committee of mediation, or a committee intending to make an effort to bring about an adjustment, should be composed of representatives of business, labor and banking, as well as religious and educational leaders.

At the conference with union leaders and the Commission, the men agreed to defer the strike to June 1 if the Public Service Company would extend the contract until that time. A Committee of the Social Justice Commission conferred with the head of the Public Service Company and received from him a written continuation. With this assurance, the union voted to defer the strike. Between May 19 and June 1, agreement was reached through further conferences and the strike was averted.

The Public Service accepted the mediation offer of the Chamber of Commerce but rejected that of the Social Justice Commission. The union accepted the offer of the Social Justice Commission and rejected that of the Chamber of Commerce. In this instance labor had confidence in religion and scholarship, whereas business trusted only business.

In several other serious industrial differences in the city, the Social Justice Commission was ready to assist but in each case adjustments were made by the conflicting parties without outside help. One dispute arose when the leaders of the Social Justice Commission happened to be out of the city. In that instance, a strike was called in which two men were killed and several injured. The Social Justice Commission feels that if it had functioned this difficulty might have been peaceably composed.

In these days of strain and worry the Commission has made for industrial peace. It has won the confidence of the workers. Some business men sneer at it because "they know nothing about business." That is its strength. Its members, genuinely outside the strife between capital and labor, are neutrals. They believe in the rights of the laboring man to organize collectively and they want industrial leaders to recognize that labor is not a commodity to be bought and sold in the open market but that men and women have rights which transcend the law of supply and demand. The Commission has minimized the bitterness between the city's employers and workers. It has settled strikes and averted them. It has proved its usefulness in St. Louis and its experience may lead to the organization of similar bodies elsewhere. It is composed of religious leaders and university professors, who have no armed force behind them and can issue no "orders." It seeks no such power. The strength of its appeal is spiritual and moral and its force is in its faith that the way of peace is better than the way of war.

Scrip-Wise and Pound-Foolish

The Story of a Community that Surveyed Its Own Relief Situation

By JULIUS H. AMBERG

President, Grand Rapids Community Chest; Chairman, Committee of One Hundred

DEMOCRACY and the layman have had their day in the public-relief tangle in Grand Rapids, Michigan, and whatever comes of it we now know that a body of run-of-the-mill citizens is competent to traverse the relief maze with a considerable degree of skill.

Grand Rapids has had its share of professional social surveys. Many of them have been ably conducted with recommendations supported by convincing statistical reasoning. Sometimes they have been followed by action—sometimes not. The place of disinterested, expert, scientific advice as a causative factor in our democracy is itself a subject calling for a survey. But last March when Grand Rapids wanted an investigation of its public-relief situation it turned a cold shoulder on the professionals and handed over the job to a committee of laymen most of whom knew nothing whatever about the subject. The committee, popularly known as the Committee of a Hundred actually numbered 107, each of the seven city commissioners having named about fifteen of its members.

It was indeed a committee of a hundred different prejudices and views. East side, west side, all round the town was represented. All racial and religious groups big and little, old and young, were there. There were small tradesmen and large manufacturers, ministers, priests, rabbis, editors, lawyers, teachers, bankers, housewives, club women, real-estate agents, an undertaker and, fortunately, one public accountant. But there was not a single trained, employed social worker, and only a minority who had even been on the board of a private social agency.

The desire to have a newer and bigger and better type of social investigation was no doubt unconscious on the part of the City Fathers who created this conglomerate group and sliced off this cross-section of a Midwestern community. The Committee owed its birth to a political situation which last spring was reaching a crisis. To comprehend this an introduction is needed to the local scene.

About fifteen years ago Grand Rapids joined the ranks of progressive, reform cities, expelled the old city boss and his party organization, and adopted a model charter which provided for a non-partisan commission-manager form of government. Seven prominent citizens, elected to the Commission, employed a professional city manager who in turn chose, among other department heads, a director of public welfare. But sustained civic virtue is apparently oppressive in our climate. The reform urge became exhausted and a new type of city politician arose who gained control of the City Commission and presently had himself appointed city manager, first at a dollar a year, later at $15,000. The charter had been inverted in practice. This, of course, was the usual blow to the naïve who believed that progress lies in the reform of political charters. Yet some of the best citizens welcomed the change. Absolute monarchy is sometimes restful. The able dictator does the citizen's civic duty for him.

The city manager was ambitious, with an eye on political advancement. The financial depression, as bad in Grand Rapids as in most places, came on apace. The relief of thousands of unemployed became the chief municipal activity. But the manager had little regard for the usually accepted principles of relief work and even less for trained social workers.

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He dismissed the director of public welfare, taking on the duties of the office himself. One by one experienced workers in the city social-service staff were replaced by his appointees. The city manager was in personal, direct control, able and ready to develop his own methods.

Work relief was the central idea. All able-bodied applicants for relief were put to work on "made" jobs, chiefly in the nature of public works. The river-bed was scraped out and undeveloped streets and parks were graded. The city engineer furnished the jobs, supervision, materials and tools. Men were assigned by a so-called employment office to the number of half-days a week of work required to produce a wage computed by the social-service department as required by the size of the worker's family.

But the worker was not paid cash for his labor. He was paid in scrip. This paper was redeemable solely at the city commissary store, located in the center of the city, where groceries, meat and some articles of clothing could be procured in exchange for scrip at prices roughly the same as at private stores. The city purchased the merchandise at wholesale, employed nearly fifty clerks and made a supposed paper profit in selling at retail price. The scrip-workers publicly lined up to make their purchases and carried them home in large bags. Families without an able-bodied worker were furnished with grocery orders filled at this same store.

This scrip plan was the subject of wide publicity, the burden of which was that Grand Rapids had no unemployed as all were doing needed work for the city (of course there were thousands of unemployed who had not yet reached the point where they had to take scrip-work), that it was the opposite of a dole, that it was the one sure method by which relief would actually reach the applicant's family, and that it was economical as the city was buying groceries wholesale and selling at retail.

This publicity impressed the unthinking and for a time flattered local pride. But by the spring of 1932, doubt was arising in some quarters. The Russell Sage Foundation had recently observed the Grand Rapids restricted scrip work-relief plan and could "find no good word to say for it." The city's leading Baptist minister entered the fray and attacked the city manager's system. By the time the Committee of a Hundred had been appointed the welfare system had become the main issue in the city spring election.

IT IS a reasonable guess that the Committee of a Hundred was appointed by the City Commission in the expectation that it would promptly approve everything. A few citizens refused to serve on such an unscientific council. But most of the members accepted the task, hoping for the best but fearing for the result from so mixed, unwieldy and unskilled a body.

The first meeting of the Committee fulfilled both hopes and fears and almost reached the point of blows. The usual method practiced by human beings in reaching conclusions was demonstrated; viz., to decide first according to emotion, and then to find reasons, if any, for the decision. Reporters were present and the newspapers promptly predicted the failure of the Committee to agree on anything much less to make any worth-while report. The prediction seemed justified.

But several things were accomplished even at the start. It was decided to make no report until after the spring municipal election so that the Committee might act without touching the fortunes of any candidate. It was resolved to make future meetings private, thus removing the temptation to talk for publication and making it possible to deliberate without constant political attack from the press. It looked as though some of the conditions necessary for scientific inquiry might be approximated.

After this start, the Committee got surprisingly to work. It decided to find out facts before it determined policies. It divided into sub-committees of about twelve each, to investigate and deliberate upon each separate phase of the relief work. It formed an executive committee composed of the sub-committee chairmen and a few others to outline and coordinate the inquiry.

The sub-committee investigation lasted about ninety days. Personnel and methods in social investigation, work relief, scrip, the city store, the care of the indigent sick, tenant evictions, relations between the city and other relief agencies both public and private, the employment office, finances and costs, organization, and every conceivable sub-problem received attention. The committees spent days and nights on the task. Volumes of evidence were stenographically recorded. The members actually began to talk the jargon of professional social workers.

AT FIRST the sub-committees fought among themselves. But as facts developed, social consciousness succeeded personal bias. Finally each sub-committee reached substantial unanimity in its recommendations and all filed full and creditable reports. But these reports still had to pass the full committee. For this meeting the city manager offered the chairman a police officer to maintain order. The offer was nearly accepted but after all the officer was not needed. Courteous debate prevailed even on contentious issues such as the continuance of scrip and the city store. To the surprise of all the whole committee became practically unanimous in every determination of fact and recommendation. Finally all present joined in the report to the city Commission, except one member who filed a solitary dissent in some particulars.

How had so diverse a group, composed of so many factions reached such agreement? Apparently solely by restraining themselves from the usual laymen's impulse to decide everything offhand, and by insisting on finding facts first. The facts then spoke so obviously for themselves, and the education of the members had so progressed, that only one conclusion was intellectually possible.

The full reports of the Committee and the sub-committees on file with the City Commission constitute documents of which even professional social investigators could be proud. They are a vindication of democracy. After all, the principles of social work do not constitute a complete and exact science. In the humanistic studies there is still place for the layman who is willing to ascertain the factual situation and cooly study it.

The Committee endorsed the principle of work relief where possible, instead of free relief, although it was fully aware that many scrip-workers had been soldiering on the job, beating the game by selling scrip or bartering commodities. But after all why should men who were treated as irresponsible persons incapable of handling real money be expected to labor conscientiously? Work or no work, they were publicly stigmatized.

To deal with a situation that has created at least temporarily a whole new class of technical indigents the committee proposed that all applicants for relief be classified, after competent social and employment investigation, into two groups. Those who prior to the depression had been self-sustaining and competent, who were ready and willing to work, and who could be relied on to spend their wages properly in support of their families, were to be given real city jobs suited to their ability, and to be paid cash, as respectable workmen should be

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paid, sufficient to meet their needs. The remainder, the unfit and the incompetent, were to be placed on the poor list for direct relief according to their needs with grocery and other orders on private neighborhood stores.

Abolishment of scrip and of the city store were recommended. The store, it was shown, accomplished no real saving of money and caused losses to local merchants and taxpayers. Private neighborhood stores would be glad to make prices approximating wholesale cost in order to maintain contacts and to lower overhead. The city commissary moreover was contrary to modern social practice in its humiliating treatment of citizens who through no fault of their own were for the first time in their lives thrown on public charity.

Above all the Committee insisted upon the appointment of a director of public welfare and a supervisor of social service with professional qualifications. It demanded the appointment of a non-political citizens' council of twelve to assist in choosing personnel and in dealing with the many problems of the emergency. It condemned certain incumbents in important social-service positions whose chief if not only merit was their usefulness to the political machine. It insisted upon the employment of trained workers promoted according to merit. It insisted upon proper coordination of relief and health activities and suggested means of cooperation between public and private agencies. It approved plans of the local medical association for group nursing and for the use of private hospitals and clinics on a zone basis.

It even tackled the difficult problem of the city social center, a place which the city manager had established for the housing and feeding of about three hundred homeless single men. This place was in charge of an unskilled superintendent, who carried a gun and had the other attributes of an army top-sergeant. Many men had been in the place for a year or more with no apparent attempt to get them on their own feet. It was recommended that this institution be placed in charge of social service and run according to proper social practice.

This is only the merest sketch of the report which in full covers every detail and is supported by exhaustive data. The inquiry was not perfect but it was thorough.

What will come of the survey? No one knows. The City Commission at once made an attempt to obtain a legal opinion that only scrip and not cash could be used for relief. In this it was not successful. Changes have been made in personnel, but principally, it must be admitted, for reasons not connected with the survey. The city manager resigned, not because of the report but to run for governor, for which he was overwhelmingly defeated in the primary. A Citizens' Council has been put in action, largely picked from those opposed to the Committee's recommendations. The rest of the report may gather dust like some of the professional surveys. And again it may not.

The Committee of a Hundred, its thinking and its conscience stimulated by this experience, proposes to make itself a permanent body, the nucleus of a league of citizens to interest itself and to act in municipal affairs. A body of citizens extraordinarily representative of the whole community has become alert and informed. The non-professional citizen surveyors arrived, it seems, at approximately the same conclusions which a trained investigator would have reached. But they have this advantage over outside experts,—they stay right on the ground with the will and the power to carry on and sooner or later to put their recommendations into effect.

Who Are the Unemployed?

By JESSIE A. BLOODWORTH

Industrial Social Worker, Employment Stabilization Research Institute, Minneapolis, Minnesota

WHY is one man fired while the chap at the next bench keeps his job? How many of the unemployed have always been occupational square pegs in round holes? Will further training help Bill Brown get and keep another job? Considering Bill's own tastes and abilities and circumstances, what sort of training does he want? What is the relationship between Bill's health and personality pluses and minuses and his success (or lack of it) as a worker? The Occupational Analysis Clinic, conducted by the University of Minnesota Employment Stabilization Research Institute, seeks answers to these and many related questions. It has set itself the job of studying unemployment by studying the unemployed (see The Survey, January 15, 1932, page 424).

The clinic uses a case-study method combining the techniques of industrial social work, personnel work, vocational psychology and industrial medicine. This many-sided approach depends on interviews and community records, a battery of tests, and a thorough physical and medical examination. The routine program takes about six hours.

At first the staff wondered doubtfully whether the unemployed would submit to all this without promise of immediate placement. The answer is found in our files containing some three thousand records, complete to date.

The cards of 32,341 persons who had registered as unemployed in Minneapolis, St. Paul and Duluth on November 25, 1930 were available to the clinic, which has a branch in each of the three cities. Individuals from selected occupational groups were invited by telephone, letter or home visit to cooperate in the unemployment study. Employment offices, social agencies and schools have referred unemployed people to the clinics. Firms where employes have been tested supply records of a "control" group. Many have volunteered for the tests after hearing about the clinic.

In dealing with each person, the aims are to determine the chief and the contributing causes of unemployment, and to classify the individual with respect to his employability. This means answers to three specific questions: Is he fit for immediate placement? Does he require retraining prior to placement? Is he physically or mentally unfit for employment, and if so, to what extent is his fitness limited?

In addition to the detailed occupational interview there is a systematic follow-up by a trained case worker. This includes the use of all available school and agency records. If mental or emotional disturbance is suspected, the person is referred to the consulting psychiatrist.

When all data—test scores, medical diagnosis, school records, occupational and social histories—are at hand, the case is brought before the daily staff conference of psychologists, social workers, physicians, personnel workers and retraining specialists.

If it is decided that Bill Brown is fit for immediate em-

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ployment, he is referred to one of the state employment offices, now being developed on a more scientific basis by another committee of the Institute, cooperating with the State Industrial Commission. Individuals in need of retraining are assigned to a specialist along this line. If a case is active with a social agency, a report on occupational possibilities and health problems is sent to the agency. If a case seems to require agency treatment, the person is referred to the organization equipped to handle his special problems.

Intensive social treatment is left entirely to agencies. The case study procedure followed at the clinic involves the techniques of various related fields. The main objective is to ascertain the physical, mental and emotional fitness and vocational aptitudes of the individual in order to aid him in rehabilitating himself. From the beginning, the staff social workers have adjusted their methods to the aims of the project as a whole, disregarding certain aspects of regular case-work practice.

It is found that many of the clinic subjects have been struggling competitively in types of work for which they are not fitted. A number of such persons have unusual qualifications for other lines of work. If the individual can afford it, he is urged to use the unemployment period for specialized training. Tuition for such training has frequently been provided by the Employment Stabilization Research Institute. In some instances, relief agencies have subsidized the families of unemployed men being given training by the Institute.

Let me illustrate with a few clinic cases:

Mr. G., age thirty-six, university graduate (Phi Beta Kappa) was highly successful as a statistician and analyst for banks and bond houses. After the crash he became a bond salesman; at this he was a dismal failure. When he came to the clinic he was earning less than sixty dollars a month in commissions, and contemplated suicide to provide for his family through his life insurance. Clinic tests showed that he had outstanding ability, fitting him for the type of work he did before the depression. A discussion of the tests gave him a more hopeful outlook. The State Employment Service is helping him find a situation that will capitalize his talents. Meanwhile, his changed attitude is making him more successful on his selling job.

Two youths who came to the clinic with records of job failure and personality difficulties, proved to be suffering from a mild form of epilepsy, unknown to their families or to themselves. Thomas W., age twenty-one, tested high above the average mentally, and showed superior engineering aptitude. Nevertheless he had failed in college and on most of his jobs. He was considered "queer" by his family and his acquaintances. Clinic conferences with him and his family after his tests built up a more objective attitude toward his difficulties. He was given health advice and was encouraged to return to college for a restricted program, fitted to his special abilities. Follow-up indicates a good adjustment.

John N., a foreign-born boy of nineteen, was referred to the clinic by a welfare agency. Though suffering from the same health handicap as Thomas W., he had very different problems. He had finished highschool with a fair scholarship record, and through a cultural group was given a university scholarship. He failed in every subject the first quarter. He had asked the welfare agency which sent him to the clinic to help him get another scholarship. His tests revealed only tenth-grade ability. He showed high clerical aptitude, however, and was enthusiastic about Boy Scout work. Since he was almost certain to fail in university work, he was not encouraged to try to return to college. The clinic suggested a position combining his Boy Scout interest with his clerical ability as the most likely way to insure success and happiness.

Mr. X., age forty-two, hitchhiked from another Minnesota city to St. Paul to tell officials at the "State House" about a "valuable scientific secret." He was referred to the clinic. The diagnosis was dementia praecox. The clinic could do nothing for this man directly, but was able to turn him over to the proper authorities for institutional care before he became a menace to himself or to the community.

Henry L., age twenty, has been a wage-earner since he was fifteen, helping his father support a family of seven by doing unskilled jobs around garages, drugstores and bakeries. He told the interviewer that he had always been interested in auto mechanics, but he had "never had time" for any training. He made high scores in all the tests, and impressed the staff with his ambition and ability. He was offered a course at one of the trade schools. This meant that he attended classes from 8:30 A.M. to 4:30 P.M. every day, slept from 4:30 to 7:30, and supported himself by working as night man in a parking garage. In spite of this strenuous program, he led his class. He started an auto-repair shop in his backyard and now has all the work he can do.

This is only a small sample of the clinic problems. In the majority of the cases, as in these, the individual urgently needs help in finding himself and in becoming economically self-supporting. Our records show that most workers have at some time experienced unemployment; many who are employed now may suddenly find themselves jobless. In our files there are the names of many who had held one job during their entire working life and lost it in the depression, while others have never been employed more than a few months a year. Clearly it is unwise to characterize the unemployed as a type or a group.

It is with this realization that we emphasize the study of the unemployed individual. The clinic set-up, which deals with the unemployment problem in terms of jobless men and women, measuring their occupational fitness and training them in fields where they are most apt to succeed rather than for work for which they have no particular aptitude, may prove to be one of the chief contributions of the Minnesota Unemployment Project to employment stabilization.

Merry-Go-Round

By HESTER M. GRAHAM

"WHAT is a social agency?" the professor asked the university night-school class as he fumbled among his papers yellowed with age and covered with old-fashioned, upright script. The silence was broken only by the uncapping of forty pens and the swish of note books opening. "A social agency is er-a an organization which performs specialized functions for er-a the community's welfare." Forty pens were writing that down. "The agency's prime importance . . ." the professor's voice recited without interest while an eager student thought of the Agency where she was a full-time volunteer. Her mind rioted among her experiences, and fusing with imagination, formed moving pictures, varied and fleeting.

THE Agency's Board was meeting to discuss the reduction of the workers' salaries. The fattest woman on the Board rolled uncomfortably in her pine chair and attempted to follow the droning conversation that kept getting inconveniently

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far away as her head felt heavier. She was musing—Louie, her chauffeur, and all of the maids had received a cut in wages without complaining too much, so why shouldn't the social workers? Poor dears! The Bank President removed his pince-nez with a flourish and banged his thin, white hand down on the voluminous report in front of him. The Fat Woman stirred and looked alarmed. The Bank President was saying, "Either we must reduce the salaries of the workers or the relief fund." The Executive Secretary drawled in those honeyed, southern accents which shielded the Board from the fact that she was about to get her own way, "Perhaps we should refer the question to a special committee for a survey of the existing conditions. What do you think?" She spread a smile evenly around the long table and caught the intent eye of a Young Lawyer whose mother was an oil queen with generous leanings toward "charity." He had been watching the sunlight dance on her reddish blond hair and had not heard what she asked. "I agree," he said. He had just decided to invite her to dinner.

The Registrar was saying over the telephone, "I'm sorry, she's in conference, may I take the message?" to a Community Chest Official who was bursting with the news that the Chest had slashed the Agency's budget. He stifled his message and found relief in telling the Registrar, and the telephone operator, his private opinion of all executives "in conference." Naturally he did not know that the Chest's decision meant the laying off of one of the Agency's workers, or he would not have whistled so cheerfully as he took down his fine grained Panama and went to a meeting on unemployment.

The Young Worker who would be laid off was dictating a letter of inquiry, "May we ask you to clear the above named family with your Social Service Exchange and report any contacts to us? We would like especially to know . . . ," she stopped abruptly to consider what she would like especially to know. The Stenographer drew out a nail file and sharpened her pointed, red nails which had been clicking on the metallic typewriter keys. It occurred to her that her former employer had spoken of barrels of flour in much the same way that the Young Worker spoke of "above named families."

Two Clients were becoming confidential in the reception office. The broad, Italian mother was advising the slim, Mexican bride to try another agency. "Two years ago, before I had Leo, I went to the Helping Hand Society, and they were real good to me, gave me baby clothes and everything." The other nudged her, "Shh—here *she* comes!" *She* was the Receptionist whose kind smile belied the hard set of her mouth. "You'll have to go back to your county district. Why didn't you tell me you were getting help there at present?" A gentle reproach was in her tone. The Mexican showed her teeth ingratiatingly, "If they won't do nothing for me, I'll come back," and went out.

The Volunteer had given up her usual Thursday afternoon of contract to take seven-year-old Billie to the dental clinic and was attempting to tell him stories during the long wait. She could only recall French fables and was retranslating these into English with difficulty. The image of wicker chairs on a shady veranda flashed through her mind, and her mouth watered for a frothy lime rickey with green cherries bobbing in it.

Two College Students, who were doing field work at the Agency, sat on high stools, and sipped Coca-Colas in the cool dark of the corner drug store. "I hope I can get a job with the Agency when school is out. I sure need it 'cause Dad's business is shot," said the first. "I intend to get one," the second stated jauntily. "Does every one like your work?" the first inquired. "All except Gussie [her supervisor] and she's a moron. Why, the other day . . . ," she threw a quick glance over her shoulder, bent her red beret towards the other's blue Johnny cap and lowered her voice. After a few minutes, they both laughed uproariously. The clerk remarked to the soda jerker, "These social workers have it soft."

The Assistant Secretary was making a plea before the Council of Social Agencies to have better resources provided for the transient girl and woman. The flat voice with which she read her scholarly paper to a handful of tired, overworked executives, reverberated and was drowned in the large auditorium. When she had finished, there was feeble applause and some one moved that the Children's Committee take up the matter. While the chairman was saying, "Now we must discuss methods of meeting the deficit in the emergency relief fund," the Assistant Secretary sighed and wondered if any action would be taken to help the transient girl within the next two years.

At the same minute a seventeen-year-old Runaway Girl was being taken to the Agency's office by a policeman. She had stolen twenty dollars from her father, a road worker, and hitch-hiked to the city where she hoped to break into the movies because her highschool class had voted her to be the girl who looked most like Joan Crawford. After a day of wandering around looking for casting offices, she fell into the company of a sailor and was being enticed to a speakeasy when the policeman spotted the pair.

A Janitor in a down-town professional building had taken a ten-dollar bill out of his frayed jean pocket, put it in a dirty envelope addressed to the Agency and was scrawling this message in pencil, "I want to thank you for what you done for my girl when she had the baby what she oughtn't to had."

The Child Specialist who had brought the Janitor's child into the world at the City Hospital crossed his Chinese rug to push the imitation pearl buzzer that summoned his secretary. He ordered her to send the Agency five dollars. "I wish they'd stop hounding me just because I sent them some money three years ago. I'd like to know what they do with their money anyway."

As she was climbing up the hill to a crumbling, unpainted bungalow in her sputtering Ford, the Senior Worker noted the red geraniums potted in coffee tins on the steps, and a yellow muslin curtain in the front window. The Client had often gone out when she saw the Worker approaching and left her seven children to receive the weekly grocery order. Today she came to the door and smiled cordially. "Won't you come in and rest a while?" "Your house looks nice," said the Worker. "Yes, my husband got his job back and things are looking up, but I don't know what we'd have done while he was sick if it hadn't been for the Agency." She said this in the tone of a woman who, secure in the present, can afford to discuss her past troubles without self-consciousness. After she had related her various worries, she became cheerful. "I took Ruth to the clinic like you said, and the doctor told me she would outgrow her heart trouble and not to worry. I thought I'd surprise you with the news." A few minutes later the Worker went down the path humming to herself and enjoying a rare lift of the spirit.

A BELL rang. Thirty-nine pens were being capped. "For the next class bring in your own definition of a social agency, and at that time I'll finish my lecture on this subject." The eager student looked down in dismay at the blank sheet of paper in front of her. What had the professor been talking about?

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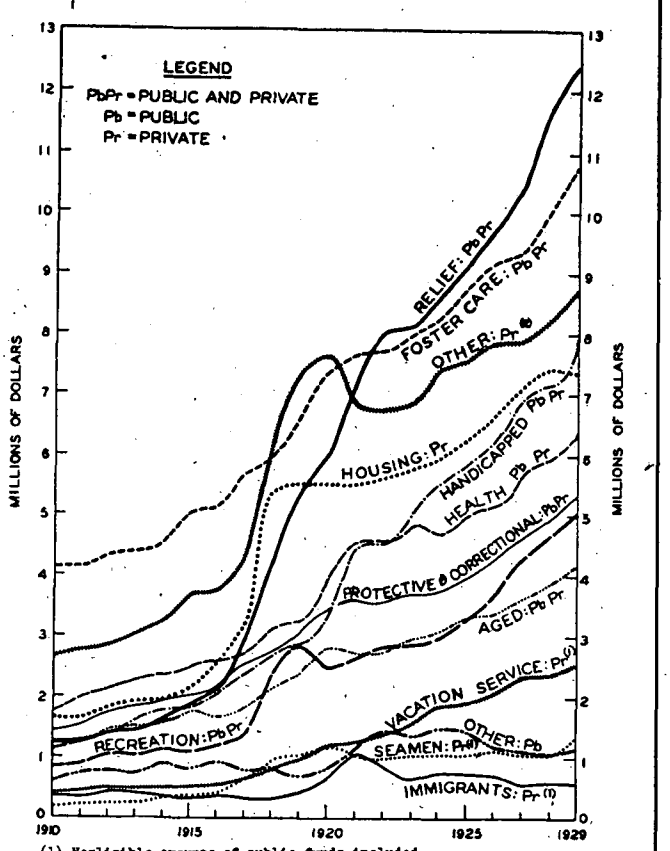
CHART 1

FUNCTIONAL EXPENDITURES OF ORGANIZED SOCIAL WORK IN NEW YORK CITY



(1) Negligible amounts of public funds included.
(2) Includes expenditures for day nurseries, legal aid, coordinating activities, religious work, etc., and during the years 1917-1920, war work activities.

KEY TO CHART 3—BELOW

(1) This group of agencies is based on the conventional classification in use or on the predominating function of the organization. An inclusive classification of money-raising units into functional groups is impossible because of the existence of many multiple-function agencies, i.e., homes for the aged, day nurseries and camps are departments of family-service agencies and of settlements and form a part of their totals.

(2) E.g., Salvation Army, Society of St. Vincent de Paul, Brooklyn, Society of St. Vincent de Paul, New York, Volunteers of America, etc.

(3) E.g., agencies for seamen, immigrants, homeless, and legal aid.

(4) E.g., Altro Workshop, Institute for the Crippled and Disabled, Irvington House, New York Association for the Blind, New York Institution for the Instruction of the Deaf and Dumb, etc.

(5) E.g., Children's Village, Girls' Service League of America, Jewish Board of Guardians, New York S.P.C.C.

(6) E.g., convalescent care, nursing service.

(7) E.g., day nurseries, summer camps, and other child-care agencies.

(8) E.g., Association to Promote Proper Housing for Girls, International House, Mills Hotel.

(9) E.g., Boys Club of New York, Boy Scouts, Girl Scouts, Jewish Community House of Bensonhurst, etc.

(10) E.g., Church Charity Foundation of Long Island, Federation for the Support of Jewish Philanthropic Societies, New York Protestant Episcopal City Mission Society, etc.

(11) Includes also relatively small amounts of loans, sale of assets, and accumulated interest.

STUDY OF FINANCIAL TRENDS OF ORGANIZED SOCIAL WORK IN NEW YORK CITY
RESEARCH BUREAU—WELFARE COUNCIL

$—Social W

The Welfare Council of New Y
$18,000,000 to a Pre

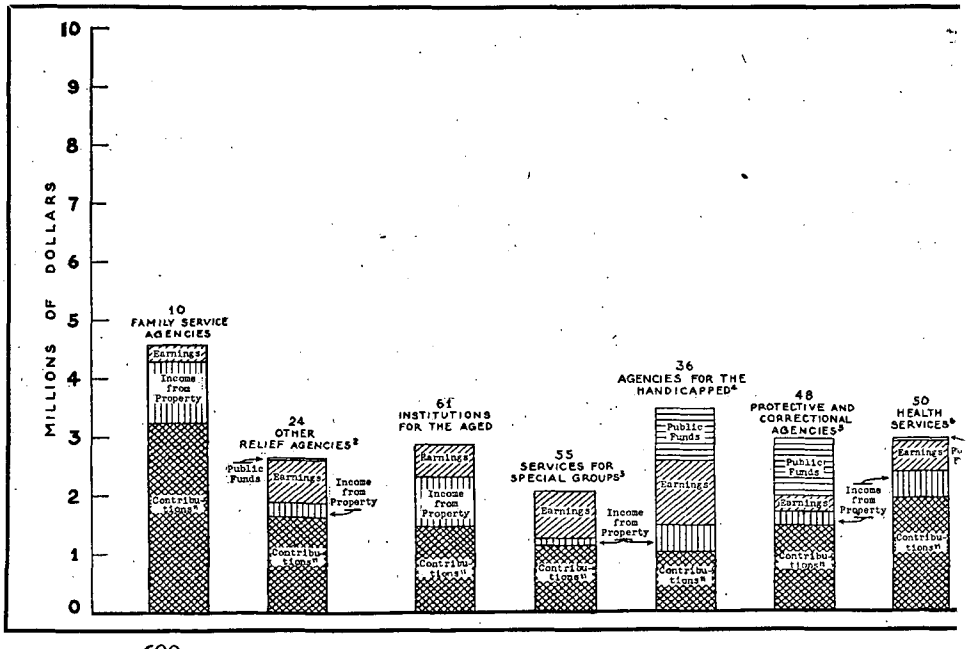
By W. FR

THROUGH a forest of figures, complicated and often unrelated, tangled with undergrowth and offshoots, the Research Bureau of the Welfare Council of New York City has hewed its way backward from 1929 and has clearly mapped the road which social work in this city has traveled in the eventful years since 1910. At the far end of the road stands the round figure in 1910 dollars of $18,000,000 expended for public and private social work exclusive of hospitals. At the near end looms the figure in 1929 dollars of $74,000,000.

This study of financial trends, one step in the struggle of New York social organizations to move from the stage of individual agency planning to community planning, is part of a comprehensive program of appraisal of the city's "social assets and liabilities" which was a major plank in the platform of the Welfare Council when it was organized seven years ago. The picture which is presented of the financial background of social work is, the Research Bureau says, "not highly precise," but is "reasonably exact" based on accurate data of what the New York community has spent for the various kinds of social work, what came from private and what from public funds, what the sources of income of the private agencies have been and the extent of the wealth and property accumulated by them. Behind the shifting figures one may see the changing currents in emphasis in modern philanthropy and the varying concentrations of interest among the givers to social work.

It is not possible here, nor necessary, to go into the arduous processes by which the Bureau established practical limitations and feasible methods for the study. Kate E. Huntley, pre-

CHART 3. SOURCES OF INCOME FOR CURRENT PURPOSES OF 820



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k Trends—$

Maps the Road from a Pre-War pression $74,000,000

PERSONS

viously associated with Willford I. King in his financial study of philanthropy in New Haven, was in immediate charge of the work, under the supervision of Neva R. Deardorff, director of the Bureau and of its committee on research, Porter R. Lee, chairman. The records of some two thousand agencies past and present were examined. Of these 1054 were found to be local social agencies within the meaning of the term as used in the study. Hospitals and hospital social-service departments were excluded and are the subject of a separate study. Of the 1054 agencies, 234 were defunct in 1929, but data for them were secured and included in the figures for the years of their operation. Facts regarding public expenditures were, it was found, comparatively accessible, but those for the hundreds of private agencies were usually difficult to secure and to amass, not because of uncooperative or secretive attitudes but because of the lack of any common grounds of financial analysis from year to year and agency to agency.

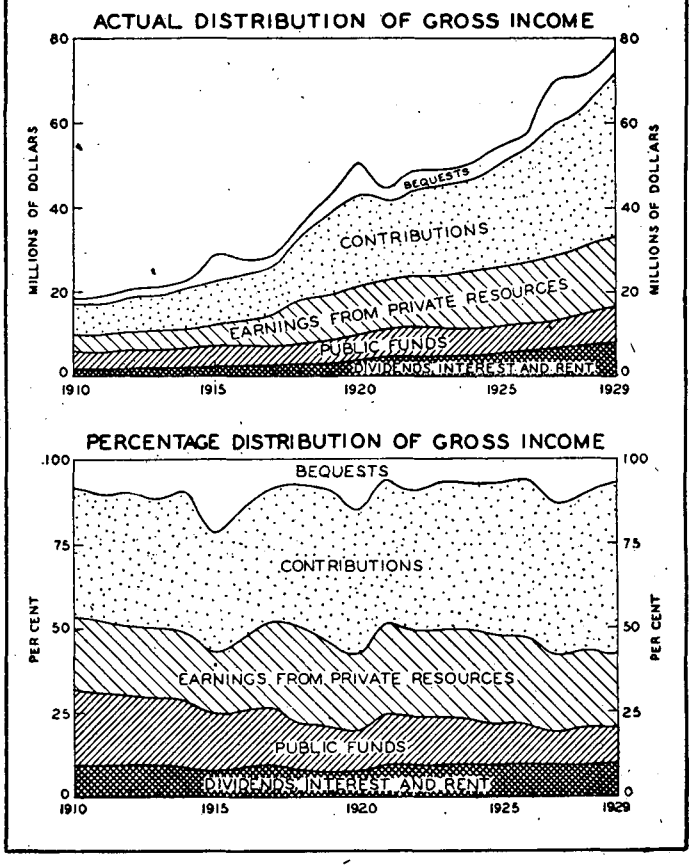
In 1910 private or voluntary social agencies, other than hospitals, which at no time are included in the figures, expended nearly $14,800,000 of which some $4,000,000 came from public resources. Public agencies spent an additional $3,000,000 on their own directly operated enterprises. Thus the whole bill for philanthropy was paid by about $11,000,000 from non-governmental sources and by $7,000,000 derived from taxation.

Of the $74,000,000 expended in 1929, $45,000,000 was from private and $29,000,000 from public resources, of which about $8,000,000 passed through private agencies as payment for services rendered. When the figures for total expenditures are reduced to dollars of constant purchasing power

CHART 2

SOURCES OF GROSS INCOME OF ORGANIZED SOCIAL WORK UNDER PRIVATE AUSPICES IN NEW YORK CITY

(EXCLUDES INTER-ORGANIZATION RECEIPTS)

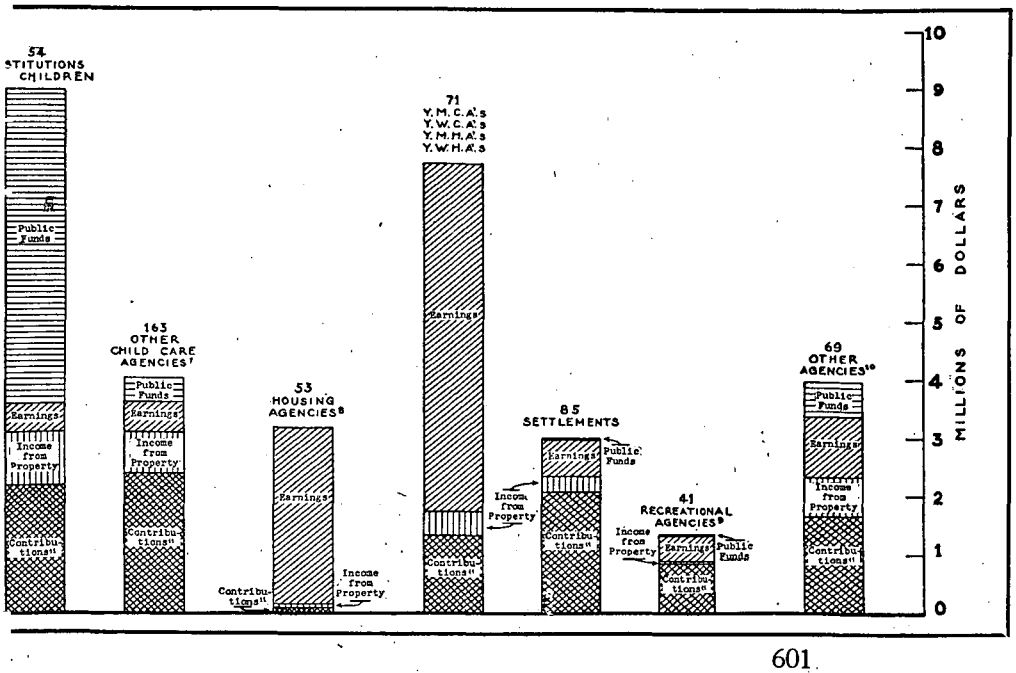


the increase is from a total of $20,000,000 in 1910 to $42,000,000 in 1929. When adjusted not only to changes in the value of money but in growth of population, the increase is approximately 50 percent. This is substantial but not nearly so spectacular as the figure of growth in current dollars.

And for what activities were these expenditures made? And how have expenditures increased for the several types of social service? Chart 1 on page 600 tells the tale better than columns of text. Of the thirteen groups set out, relief, public and private, started sixth from the top with less than a million and a quarter, and ended first with more than 12 million. This was for the period prior to the depression. When the next set of charts is prepared, they will need to provide for showing an annual expenditure for relief of over $46,000,000 for 1931 and probably as much as $73,000,000 for 1932.

Foster care of children, which was the ranking functional group in 1910 as regards expenditures, fell behind relief in 1921 but remained in second position for the rest of the period covered. Public and private service to the handi-

NIZED PRIVATE SOCIAL AGENCIES GROUPED BY TYPE OF AGENCY



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capped crept up from a little over one million to nearly eight million in the twenty-year period. A considerable fraction of this increase was due to expansion of public-school classes with salary increases for the teachers conducting them. Health work (exclusive of general sanitary service, as well as hospitals and medical social service) started with one and three-quarter millions and rose in this period to nearly six and a half millions.

Other functions enjoyed varying degrees of prosperity. Work for immigrants remained relatively static after a sharp rise in the period immediately following the war and the passage of legislation restricting immigration. This is the story of both public and private social work.

ON WHAT have private agencies spent their resources and whence have come their funds? Chart 3 on pages 600 and 601 indicates by the height of the bars the size of the current expenditures of various types of voluntary agencies. In the private field, fifty-four institutions for dependent children were in 1929 the dispensers of the largest amount of money of the several groups here set forth. These expenditures were in large measure financed by public funds. The group making the next largest total expenditure was the young people's associations, which were very largely financed through earnings.

Owing to technical accounting problems—fundamentally the lack of a standardized system of accounting, both for income and for expenditures—the Bureau found it impossible to distinguish sharply between income for current purposes and that which comes to be used for capital purposes. The giver seldom makes such designation and the agency board decides in its wisdom whether the balance left over at the end of the year or the unrestricted bequest or the windfall of some other sort shall go for current expense or for capital outlays or to build up income-bearing endowment. Consequently there is no way at present to classify income precisely in terms of that derived for current purposes and that for capital. But it was a matter of major importance to approximate at least the deficit in current expense which has been met by contributions.

Accordingly the Bureau went to work to see what could be derived from the data available in the books of the 820 agencies for 1929. The total current expense for each group of agencies was known with considerable accuracy. The total amount of income including that which was given or destined to be spent for capital purposes or to build up endowment was also known, as were the amounts of income secured from each general type of source. By a careful study of the entire financial history of each agency and the use of a few common-sense assumptions, Miss Huntley found it possible to make what she considers a fairly good estimate of the amount of current contribution income which was devoted to current purposes.

HER assumptions are that of the income derived by the agencies, that from the public treasury is for current service and was all used for current expense; that income from earnings (dues, fees, charges for service, etc.) is similarly applicable to current uses, and finally—a far less tenable assumption, she points out—that income from endowment and property all goes for current expense. Of the total amount received from contributions and bequests, the amount necessary to make up the difference between total functional expenditure and the total income from the first three sources was assumed to be part of the contribution income used for current expense. The remainder of the contributions, it was naturally assumed, went into capital funds or was spent for capital purposes. It is obvious that these assumptions will not always fit the facts, it is pointed out in the report. An agency may chose to let its income from endowment accumulate and spend all of its contribution income currently. But in the long run it would make little difference whether capital endowment was built up through its own accretions or through the agency's own contributions of a like amount which might be added while income from capital was being spent.

Under these circumstances, the report points out, dogmatic and categorical statements with regard to contributions used for current purposes can hardly be made with assurance. Yet it is thought possible to say that of all the fields, contributions were seemingly of greatest size and relative importance to the current purposes of the family service and relief fields. Of an estimated total of some $22,494,000 of contributions spent for current uses, nearly five millions went to these two groups of agencies. The two groups of child care agencies had an almost equal amount ($4,583,000). Settlements, with $2,074,000, came next and health services followed them. Eight other groups of agencies had a combined estimated current contribution income of $9,000,000. It is apparent that relief, child care, health and settlement work still occupy the greater part of the interest of givers to the current expense of social agencies. The inclusion of capital gifts would of course change this picture somewhat.

The 820 private agencies of New York City were the recipients of $38,619,000 in contributions and $5,565,000 in bequests in 1929. Of this, $22,492,000 was estimated, as has been said, to have been spent for current purposes. The remainder went into capital funds and capital outlays. Several large endowments were known to have been received in that year.

THE financial underpinning of private social work is given in Chart 2. About half its gross income in 1929 came from contributions; one fifth came from earnings; and of the remaining 28 percent, 11 percent from public money, 10 percent from property and 7 percent from bequests. The varying proportions of these components are shown in the percentage distribution chart. Big bequests disturb the lines a few times, but in the main there has been a marked narrowing in the proportion of the gross income of these private agencies from tax sources and a widening proportion from contributions. The percentage of income from property has remained fairly constant.

The three charts here reproduced and the few findings here reviewed give but an inkling of the materials which this study yields. Trend figures for all of the several fields of welfare have been worked out and refined for changes in purchasing power of money and population growth. Trends for the groups of agencies under the several sectarian auspices and for those participating in New York City's federated money-raising enterprises have been set forth. Data on property ownership of groups of agencies in real estate and in securities have been analyzed for the years covered in the study. Social work under public auspices has received special attention.

Insofar as the facts of income and expenditure are revealing, the shifting scenes of New York City's social service history have been reproduced through this inquiry. The study makes it possible for any one to know rather than guess what has been happening in philanthropy in New York City since 1910.

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The Pine Tree Cure for Delinquency

By STELLA M. ATWOOD

Vice-Chairman Probation Committee, Juvenile Court, Riverside County, California

UNDER the umbrageous and fragrant pines of the San Jacinto mountains the Juvenile Court of Riverside, California, is conducting an industrial training camp which, after three years of experimentation seems, to us who have followed it closely, to hold the natural answer to many of the problems that complicate our dealings with juvenile delinquency.

Like other juvenile courts this one was hampered by the overcrowded condition of state institutions and by an insufficient number of probation officers. For years our probation committee observed anxiously the increasing number of cases where institutional commitment was desirable but impossible and where the court reprimand and the probation procedure were often little more than an exhilarating experience, something to be bragged about. When in 1928 Oakley K. Morton was appointed judge of the Superior Court and assumed responsibility for juvenile cases, he shared, out of his past experience, the committee's concern over a situation which simply tossed serious problems into the lap of the Juvenile Court without supplying the means for their constructive treatment.

And then, within the year, came the opportunity to try out the idea of a camp for delinquent boys patterned somewhat after the road-work camp for adult offenders established for years in the San Jacinto mountains and considered a model of its kind. It so happened that this adult camp was moving on to a new location leaving behind a perfectly usable installation. Judge Morton and his cohorts snapped it up and in December 1929 the first boys were sent to the Juvenile Industrial Training camp—sent, it should be added, much to their own bewilderment. This was something new, not a "home," not a jail, not a reform school, yet a place of custody, with strict discipline but with no stigma and not a chance for heroic attitudes.

From the first the emphasis in the camp has been on good food and lodging and plenty of good hard outdoor work. The location, close to a mile high, in the tall pines, with a little stream running past, is beautiful. Deer and other forest folk—it is in a game preserve—are frequent visitors. The camp is frankly a camp, rough but clean and adequate, measuring up well to the ordinary boys' camps which are so large a part of the summer life of young Americans. The bunk-house has twenty-one bunks with comfortable mattresses and blankets, a long table and in winter an air-tight stove. The wide doors and windows, grated to be sure, are open all summer long and a good part of the winter.

The day begins at six with a man-sized breakfast. Half an hour later work begins on the fifty-mile stretch of road which the camp keeps in repair. A substantial hot lunch is served on the job, picnic fashion. The boys return to camp at 5:15 and dinner follows at 5:40. I recently shared these meals for a day and, with full knowledge of where these boys came from, I am confident that few if any of them had ever before had such bountiful, well-balanced, well-cooked fare. In the summer the evenings are usually devoted to baseball. Indoors are a radio, games, magazines, and what-not. A glee club practices assiduously. Lights go out at nine.

Discipline is by the honor system. The boys hold court once a month with a judge, district attorney and lawyer for the defense. This court appoints one of its number as monitor of the bunk-house. Disputes are arbitrated by the superintendent of the camp or one of his staff designated by him.

Camp duties are assigned so far as may be according to individual aptitudes. Boys with mechanical ability are assigned to the running and repairing of the road-work machinery. One boy is responsible for the tools and forge at the blacksmith shop, a treasured assignment; another is in charge of the hogs, not so treasured, though butchering day, once a week, brings compensation. The boys themselves do the cooking and waiting on table, taught and supervised by a regular employe.

The boys are paid once a month at the rate of fifteen cents a day. There are no restrictions on the way they spend their money except that tobacco is not permitted in the camp. A small commissary carries candy and gum.

THE cost of the camp including upkeep, pay of superintendent and staff, food, clothing and the daily fifteen cents is $1.85 per day per boy. Adding in the cost of materials and machinery for road-building brings the amount to $2.25. Against this is the $3 a day which it is estimated a boy's average day's work is worth on the roads. Incidentally observers of both the adult and the juvenile camps are of the opinion that the boys do a better day's work than the men.

Of the 138 boys who have lived in the camp for varying periods these past three years only two have even attempted to escape. There have been only nine repeaters. One of these, a lad with no home worth mentioning, came back to the camp with the sage comment, "I guess this is the best place for me." Another boy who had been on the machinery detail while in camp went to the court, on his return to the city, to tell the judge what a swell place the camp was and to explain to him the mechanical principle of a snow-plow. Still another undertook to apply in his happy-go-lucky home the sort of domestic organization he had learned in camp.

The boys who are sent to the camp are not young children nor pre-delinquents but youths who through petty thievery and a variety of misdemeanors have set their feet on the road to crime, perhaps to a career of crime. They come into court sullen and defiant, slovenly in appearance, often ill-nourished and jaded, generally worthless in their bearing. They have never known firm control and authority; work, to them, was just something for "suckers" to do. They leave the camp, with rare exceptions, firm-muscled, physically fit, good-tempered and interested in the business of living. They have learned to give and take, they have had regular hours, a world of fresh air, good food and the wholesome discipline of hard work. "The business end of a pick and shovel," says Judge Morton, "has taught many a young smart-aleck a great deal of common sense."

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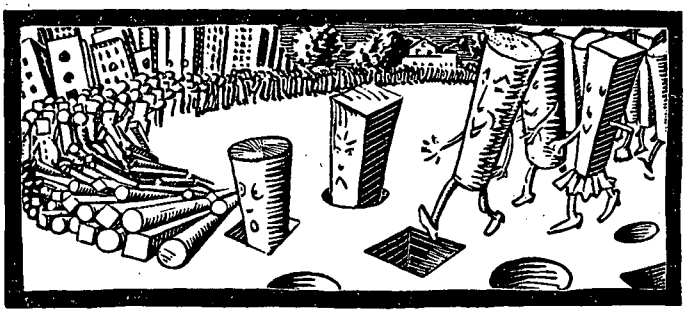

SOCIAL PRACTICE

The Right Time Is Now

PUBLIC recreation, in these days of budget-cutting, seems to have the precarious status of last man on the payroll. Roy Smith Wallace of the National Recreation Association took issue with this idea when at the recent National Conference on government he countered the question, "How much public recreation is essential?" with one of his own, "Essential for what?" He reminded his hearers that nowhere have even mimimum public facilities been provided for the wholesome recreation which everyone knows is a deterrent to juvenile delinquency, mental illness and anti-social unrest.

The sharp drop in the patronage of commercial recreation under depression conditions is not found in public recreation. A comparison of local playground services in 1929 and 1931 made by the National Recreation Association shows an increase of 17 percent, while indoor recreation service, largely to young adults, jumped 65 percent. "By every rational test now is the time to increase public recreational service through enlarging plants by the use of unemployed labor and through the expansion of activities to meet pressing social need."

An Idea Gets Its Chance

THE adolescents' court recommended by a committee of New York magistrates and strongly favored by various civic and social agencies (see The Survey, May 15, 1932, page 193) is to have a chance to demonstrate its usefulness in filling the gap, keenly felt by social workers, between the children's court and the regular magistrates' courts. The new branch court is definitely experimental and since there are no funds for it in the budget its presiding magistrate, Jonah J. Goldstein, its attendants and its clerks will serve on their own time, sessions being held after other courts adjourn.

The plan follows generally that of the Boys' Court in Chicago for dealing with youths from sixteen to eighteen held on minor charges. These boys when dealt with in a magistrate's court are stigmatized with a "record." The socialized procedure of the adolescents' court will, its friends hope, constitute a demonstration so impressive that public opinion will support legislation raising the age limit of the children's court to permit it to handle juveniles up to nineteen or twenty.

Kansas Looks at Herself

FOR fifty years Kansas has jogged along on its old poor-relief system operated on the assumption that families "on the county must be fed but mustn't be allowed to get uppity." Then came 1930—that's when the present unpleasantness struck Kansas—and a general creaking, groaning and occasional collapse of the antiquated machinery through which all sorts of minor township, city or county officials administered relief. As confusion and expense mounted higher and higher the State Public Welfare Commission decided that it was time to find out what was happening. With the help of the State Federation of Women's Clubs, the State University and many public officials and social workers, the executive secretary of the commission, Ruth D. Kolling, collected a mass of general and statistical information which now, summarized by Foline Eppstein, has gone in the form of a report to all social agencies in the state with the hope that once they see the county problem clear they will bend their efforts to improving it.

The report is a comprehensive document touching on constructive services such as probation and reëducation of the handicapped as well as on stop-gap relief programs. Such a close scrutiny revealed endless inconsistencies and stupidities, but it revealed bright spots too, notably a program in McPherson County so integrated and effective that many of the recommendations for better county organization follow its pattern.

This county has a Public Welfare Department maintained jointly by the county and the Red Cross chapter. The chapter executive, a competent, trained social worker, is designated poor commissioner, probation officer of the Juvenile Court and attendance officer for rural schools. The way in which all efforts are drawn together, the way in which case-work has, in spite of the times, decreased expenditures of tax funds for relief, moves the Public Welfare Commission to say:

> The experience of McPherson over a period of years indicates that the alleged serious increase in costs which blocks trained welfare work in many counties is largely an imaginary difficulty. The most important factor for organizing more constructive welfare work is not so much in the problem of finance—we are spending millions in unsystematic poor relief—as in the need for alert socially minded leaders awake to the human and financial costs of existing well-meaning but amateurish, haphazard and duplicating services.

Professional Planning in Canada

CANADIAN social workers have set themselves a high mark to aim at in the conclusions of the study, Professional Training for Social Work, made by a joint committee of the Canadian Association of Social Workers and the Canadian Council on Child and Family Welfare, 406 Plaza Building, Ottawa. The report has been two years in preparation. It has been widely discussed, and after certain amendments, has been endorsed by both sponsoring organizations. It approaches the matter of training on a national basis considering the whole needs of the country and the clinical material for practical training available in different communities. It proposes five graduate training schools as integral parts of existing universities but with instructors who are experienced practitioners of social work especially qualified in the case-work method.

The report gives evidence of the careful weighing of many diverse factors. It makes a few compromises but in general its proposals are clearly aimed at a strong national policy resting on present conditions but reaching well into the future. That the report may not be lost in the shuffle of events the joint committee offers itself as a continuing body to serve until the recommended national committee or board on social-work training can be created.

New York Battles Begging

THE rising chorus, "Please mister, gimme a dime," on the streets of New York is occasioning the Welfare Council much anxiety. The system of caring for the homeless worked out last winter by the chief public and private agencies through a Central Registration Bureau demonstrated, says the Council, that with full citizen cooperation street begging could be controlled and no homeless person would be without food and shelter. But that highly desirable objective seems jeopardized by the well-intentioned activities of certain groups who pin their faith to tickets for food and lodging in emergency shelters which citizens may hand instead of cash to beggars who accost them. The use of these tickets, the Council claims, will increase rather than decrease begging and will tend to draw new recruits to New York's army of the homeless. At the present time there is no dearth of facilities for the decent care of the homeless.

The Council advises the puzzled and kindly-disposed citizen accosted for a dime to refer the man to the Central Registration Bureau at South Ferry or to take him to a restaurant for food and then

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send him to the Bureau. In providing carfare the citizen must use his own good sense. At the Bureau the applicant is assured food and shelter within the hour, "not merely for a day but until he can make other arrangements for himself."

The Wide Spread of State-Aid

THE participation of the states in welfare activities which less than a generation ago were considered the sole concern of local units of government has progressed so rapidly that only when the whole picture is brought together is its extent realized. In his doctor's dissertation, State Aid in Several Forms of Public Relief, the Rev. James Fogarty, C.S.C., of the Catholic University of America, Washington, D. C., has surveyed the whole development and has reached the conclusion that "the local unit can no longer be considered as an isolated unit in the treatment of any social question but rather as an integral part of a larger composite entity —the state."

Father Fogarty examines the widely differing policies and functional relationships that have grown up in state-aid to education, to highway construction and to the care of dependents from the beginning of institutional care of the insane to the present state programs for unemployment relief. His chapter on The State and Emergency Programs should be carefully studied by anyone concerned with state activity in the immediate problems of the winter. His evaluation of state-aid policies and results is an illumination of weaknesses and strengths, a finger-board for the future. The volume will long be a valuable reference on the whole subject of the expanding social functions of government.

Children of Distress

ADMITTING that the effect of the depression on children is as yet too intangible to be reduced to statistics the Bureau of Children of the Pennsylvania Department of Welfare has discerned disquieting trends in reports that come to it from different agencies over the state. Correction of physical defects has almost come to a standstill—in one county alone are a hundred crippled children for whom corrective work has been indefinitely postponed. Institutional population is almost static, blocked at the top by older children who, since there are no jobs available, must be kept on, thus barring out younger children in need of care. Adoptive and free foster homes are less numerous than formerly except those which frankly want to board children for the money there is in it. The practice of some directors of the poor of boarding children in indigent families as a relief measure is growing. Some twenty-six hundred families are on the waiting list for mothers' assistance while among the eighty-five hundred receiving aid are many for whom the small allowance is the only means of subsistence although formerly it represented less than half of the family income.

Juvenile delinquency appears to be on the decrease, but this tiny rainbow is clouded by the situation of older boys and girls who, without work, often resentful, with scanty food and little or no opportunity for recreation are becoming an acute problem to their families and to their communities.

A Break with Tradition

WITHIN glimpsing distance of its hundredth birthday the Episcopal Home for Children, in St. Louis, has, after long and prayerful consideration, shaken off its tradition of institutionalism and has embarked on a two-year experiment in foster-home care for its children. Founded in 1843 this home has reflected all the changes that progress has brought to child care. Its old reports are a mine of picturesque and sometimes tragic incident. The first step to the present change was made when the president, Mrs. Charlton Messick called in C. C. Carstens of the Child Welfare League of America and Jacob Kapecs of the Chicago Jewish Home Finding Society to study the institution and advise on its plans.

Following the recommendations of the experts the home has been closed except for a few rooms used for children awaiting placement. The placement work, directed by Coronal Thomas, recently supervisor of the Home Finding Department of the St. Louis Children's Aid Society, follows the best case-work practice in highly individualized treatment. The personalities of the children are studied and the homes thoroughly investigated and, after placement, carefully supervised. Older girls are placed in families where they help with housework while completing their high-school or vocational studies.

About Children

WHAT SHALL WE DISCUSS AT OUR NEXT CONFERENCE? *Prepared and published by Benjamin L. Winfield, Jewish Children's Home, Newark, N. J. Ten cents.*

A SUGGESTIVE outline of weekly and monthly topics of interest to social workers in the child-care field.

BOOKS FOR BOYS. *Published by the State Department of Social Welfare, Albany, N. Y. Free.*

A LIST, classified for age groups, recommended for use in welfare institutions. Prepared by librarians and correction experts for the Committee on Institution Libraries of the American Library Association.

A HANDBOOK FOR MEMBERS OF LOCAL COUNCILS AND COMMUNITY COMMITTEES OF THE GIRL SCOUTS. *Published by Girl Scouts, Inc., 570 Lexington Avenue, New York. Sixty cents.*

PROCEDURES of organization and administration which should be useful to many other organizations besides the Girl Scouts.

CHILDREN AND WAR. *Published by the Save the Children International Union 31 Quai du Mont-Blanc, Geneva.*

DOCUMENTS presented to the delegates to the Conference for the Reduction and Limitation of Armament. Statistical material on the physical and moral condition of children in the belligerent countries during and after the world war is supported by open letters from various authors protesting that such things could be.

Aged Pensioners

WITH legislators wagging dubious heads over any further extension of state-welfare services the American Association for Old Age Security is pluckily preparing to take up the challenge offered by the meeting this winter of forty-three state legislatures. In Illinois and probably Connecticut special commissions will report the result of their studies. In Ohio a monster petition for immediate action will greet the solons. In other states, notably Michigan, both political parties are committed to action on old-age relief.

When on July 1 New Jersey's mandatory old-age pension law became effective, 6436 old men and 5955 old women had filed their applications. Within a month 4253 had been approved. The state of New Jersey bears three fourths of the cost of the pensions and the county the remainder. The act is administered by special unpaid county boards under the supervision of the State Department of Institutions and Agencies. The average allowance so far is about $20 a month.

New York, almost at the end of its second year of old-age relief, has 51,225 aged pensioners, more than half of them in New York City. Massachusetts after a year under its law had 16,163, and California had 11,710.

ONE of the reasons why probation is not always as successful as it might be is indicated in a report of the system in the Brooklyn Magistrates' Courts, based on a study by George V. Anderson of the Brooklyn Bureau of Charities. The investigation of offenders, requiring the tracing of a case through the records of as many as twenty-three probation bureaus in greater New York, is consuming so much of the probation officers' time that only 5 percent of it is free for the supervision of probationed offenders. Thus the correctional purpose of the probation method is being practically nullified.

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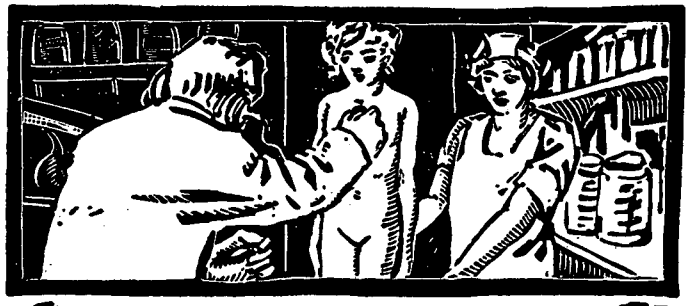

HEALTH

Guaranteed Hospital Care

THE Hospital Conference of New York City has a committee cooperating with a committee of the United Hospital Fund to study a plan for voluntary hospital insurance recommended by the Hospital Council of Essex County, New Jersey. Under the plan, employed people of both sexes between the ages of 15 and 65 might subscribe to hospital care as they would to a daily newspaper at the rate of 85 cents a month or $10 a year collected through payroll deduction or as might otherwise be arranged. The payments would be turned over to a common fund from which the hospitals would be reimbursed for care actually given. The payment would entitle each subscriber to a maximum of twenty-one days' care in a semi-private room, including board, nursing, use of operating room, laboratory tests, x-rays, anesthetics and the like, but not the fees of physician and surgeon, which would be left to arrangement between the doctor and patient. The only hospital care not included under the plan would be that of chronic diseases, mental disease, tuberculosis and contagious disease, which cannot be accepted in general hospitals, and the care of persons eligible to treatment under the Workmen's Compensation Act.

Voluntary hospital plans along these lines have been used successfully in a number of hospitals in this country, among them Baylor University Hospital and Methodist Hospital in Dallas, Texas, and the Fort Worth (Texas), Methodist Hospital, and have been developed widely in England. In London eight hundred thousand workers are so insured under the London Hospital Saving Association. In announcing the cooperation of his organization Homer Wickenden, general director of the United Hospital Fund of New York pointed out that in that city the cost of the average hospital stay had risen from $40 to $85 within the past twenty years though the duration of the stay had been shortened from 19 to 13.8 days. In the course of a year 9 percent of New York's population are bed patients in hospitals. Such a plan as that proposed, Mr. Wickenden believes, offers possibilities of aid urgently needed both by hospitals and patients through distributing costs over a period of time and a group of people.

Public Health Nurse and Hospital

THE San Francisco Visiting Nurse Association reports as "an outstanding development" of the past year the wider use of their services by the hospitals for follow-up of patients at home. Four hospitals have made definite arrangements whereby a member of the Association's staff calls daily to receive orders for visits to patients who have left the hospital or the clinic. When the cases are closed transcripts of all home visits made by the nurses are sent back to hospital or clinic as a part of the institutional record. The patient who has had an operation often is able to go home several days earlier than he could otherwise when the hospital knows that a nurse will be there for a short time each day to continue the necessary care. The mother with the new baby need no longer dread her first day at home because the visiting nurse may be called in to aid with the ordeal of the baby's first home bath. Shortening the time necessary in the hospital is a saving both to the institution and to the patients, and the V.N.A. believes that the correlation between the hospitals and its own city-wide services makes a more satisfactory and economical arrangement than would result from an attempt by the hospitals to increase their own personnel for follow-up in home care.

Finding Sore Spots

CLEVELAND'S admirable analyses of Census data in terms of its population areas show once more how constant is the connection between poverty and disease. Measuring economic status by the Census reports of house values and rents, radios and telephones, Howard Whipple Green, director of statistics and research for the Cleveland Health Council, found the standardized tuberculosis deathrate only 19 per 100,000 for the white population of the richest area, 127 for the poorest. The Negro rate in each area was five times that of the white (Tuberculosis and Economic Strata, 1928–1931, by Howard Whipple Green. Price 50 cents of the Anti-Tuberculosis League of Cleveland). Similar studies of birthrates and infant mortality rates showed decrease of both as the economic level went upward. In the lowest economic area of 100,000 population the birthrate was 103 per 100,000 married women more than fifteen years of age, the infant mortality rate 88. For the highest economic area of 100,000, the corresponding figures were 49 and 39 (Infant Mortality and Economic Status, by Howard Whipple Green. Price 25 cents of the Cleveland Health Council).

Studies of health areas in New York City carried on for a number of years show like inequalities of death and disease. While new cases of tuberculosis reported for the whole city declined in each of the past three years despite the depression, subdivision by boroughs shows that in Manhattan there has been a considerable increase. Further analysis by Godias J. Drolet of the New York Tuberculosis and Health Association locates four areas where the loss is greatest. Contrary to the usual expectation, these are areas with a negligibly small Negro population; social and economic factors, not race, are the explanation, the Health Department concludes. Similar differences by districts are registered in infant mortality. In the interests of both economy and effectiveness the Department is concentrating its forces against the sore spots.

Thanksgiving Is Here

AND Christmas is coming. Time to buy labels for Christmas packages from the New York City Cancer Committee (34 East 74 St., New York City, price $1) and Christmas seals

Information in Brief

PHYSICAL AND MENTAL ADOLESCENT GROWTH. *The Brush Foundation, 2109 Adelbert Road, Cleveland, Ohio. Price* $1.

PROCEEDINGS of the Conference on Adolescence held under the auspices of the Foundation and Western Reserve University, considering physical, mental and emotional development in the second decade.

NURSING, *by Walter J. Greenleaf. Guidance Leaflet No.* 15, *United States Department of the Interior. Price* 5 *cents from the Superintendent of Documents, Washington, D. C.*

NURSING as a career: qualifications, education, opportunities.

STRETCHING THE DOLLAR. *Household Finance Corporation, Palmolive Building, Chicago, Ill. On request.*

THE first of a series of illustrated pamphlets on money management for households prepared by the Research Department, Burr Blackburn, director.

THREE MEALS A DAY
YOUR HEALTH
DIPHTHERIA AND YOUR CHILD
HEALTH HEROES—ROBERT KOCH

RECENT publications of the Welfare Division of the Metropolitan Life Insurance Company, sent on request. The booklet on Robert Koch, for use in junior and senior high schools, is offered to school administrators and teachers on the basis of five copies to a teacher.

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galore for letters and packages when the state and local tuberculosis societies open on Thanksgiving Day their annual opportunity to let the public help them.

The concerted fight against tuberculosis financed by Christmas seals forges steadily ahead but that disease still shortens the average life expectancy of Americans by two and one-half years and costs the nation upwards of a billion dollars a year in cost of care, loss of wages and needless deaths. Its devastating part in another role is pointed out by a study made by Elizabeth Yerxa for the Wisconsin Anti-Tuberculosis Association. She calls tuberculosis "the greatest maker of orphans." During the past three years careful surveys have been made of thirteen of Wisconsin's child-caring institutions, including tuberculin testing of the youthful charges, physical examinations, social and medical histories. Of the orphaned children in these institutions, one in every five is known to have lost one or both parents by death from tuberculosis, which has its peak in the young and middle adult years when family responsibilities are heaviest. If the cause of the parent's death were accurately known in all cases the percentage undoubtedly would be higher. These children face life with a double liability—not only the loss of parents but the likelihood of a bequest of infection. More than 9 percent of all the children examined were put in the tuberculosis classification. In more than one institution the study disclosed an active case of tuberculosis among the staff of the institution which might account in part for the large number of tuberculous children. This is one of the many kinds of work all over the country that have their support in the Christmas seals soon winging their way through the mails.

Prevent Pellagra Now

NORTH CAROLINA, faced with rising reports of cases of pellagra during the summer months, warns its health and welfare officers that special efforts must be made during the winter months to see that everyone has fresh vegetables, milk and meat if a high deathrate from pellagra is to be averted in 1933. The first six months showed a reduction of deaths from pellagra in that state, but since midsummer the tide has turned, possibly because more people now have exhausted their savings, possibly because drought burned up many summer gardens. Year-round gardens for people in towns and villages where the climate permits them and more instruction of city dwellers in the choice of foods continue to be the state health department's goal. In addition to fresh foods canned milk, corned beef, salmon and tomatoes help prevent pellagra, and in lesser degree dried beans and peas, green cabbage, canned spinach and string beans.

Raw Milk vs. Pasteurized

PARENTS as well as health officers have been beset by propaganda during the past few years claiming that raw milk is a more effective food for growth than the pasteurized product now used predominantly in American cities. Laboratory experiment has shown that white rats do better on raw milk. But how about children? Seeking an answer to this question the United States Public Health Service has conducted an extensive survey recently detailed in Public Health Reports (Vol. 47, No. 39, p. 1951). With the cooperation of a dozen state health departments records were obtained for more than thirty-seven hundred children from thirty-nine towns and cities. There were only slight differences between the height and weight of the children who had received only heated milk and those who had been fed raw milk predominantly, but what difference there was was in favor of the pasteurized milk. This difference remained after every effort was made to rule out any other factor than milk, such as race, financial status and other foods in the diet. The surveyors conclude that for American children between the ages of six months and six years pasteurized milk is as effective as raw for promoting growth in conjunction with the supplementary diet received by average children. Diphtheria, scarlet fever, intestinal disturbances and rickets were more prevalent among the children who had raw milk than among those who had pasteurized milk.

THE average community spends five hundred times as much to keep a child in school a year as it does to protect that child's health, and if the child fails, spends another 500 percent of the health cost to carry it an extra year—*all in the name of economy!—Health News, Ohio State Department of Health.*

SAFETY work in the schools started in 1922. Since that time, the National Safety Council finds, there has been an increase of 38 percent in accidental deaths of adults, but a 2.3 percent *decrease* among children. From 1927 to 1930, automobile fatalities increased 28 percent for adults, but decreased 10 percent for pre-school children, 19 percent for school children. Apparently you can teach young dogs.

THAT noise impairs hearing and leads to deafness; impairs the efficiency of workers, and puts a strain on the nervous system leading to loss of sleep and neurasthenia, was asserted by a speaker at a special meeting of the New South Wales (!) Branch of the British Medical Association. The meeting passed resolutions commending the New York report on City Noise, and urging that the Ministers for Health and Local Government institute legislation for noise-control.

THE ill-wind of economic depression has blown up one good accompaniment: never in the past twenty years has the Metropolitan Life Insurance Company registered so low a deathrate from accidental injuries to workers as in 1931. All kinds of occupational injuries resulting in death showed a marked decline except occupational automobile accidents, for which the rate increased 21 percent. It seems fair to suppose that because they had no jobs in 1931, many workers are alive on what the miners call "borrowed time."

ANNA STATE HOSPITAL in Illinois, which has been using clubs, classes and other forms of recreation successfully for patients with mental diseases, announces that "pavement dances" proved a most popular summer feature. A circle of sidewalk was roped off, surrounded by a semi-circle of benches and lit by strings of temporary lights. The piano was rolled in on a hand-cart. More patients could be accommodated outdoors than in the auditorium, with the added benefits of fresh air, and outdoor dances will continue as far into the autumn as weather permits.

IN an effort to analyze the causes of death of women in childbirth the New York City Health Department has adopted a new form of birth certificate with a last line in which the physician is asked to state the character of delivery, normal or operative in various forms. It is believed that analysis of the returns may show facts which will help to lessen the hazards of childbirth. Once the information on the form has been tabulated the last line will be cut off so that this information will not appear in the permanent record. In Italy a recent law, with fines for violations, requires every physician or midwife attending the birth of a deformed child to report that fact to the mayor or health officer. The law also requires physicians to report to the same authorities the names of patients under their care with symptoms that are causing or may cause in the future total or partial inability to work for a living.

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INDUSTRY

Depression Earnings

HOW heavily the depression bears on wage-earners in the lower income groups is shown by the report of an informal questionnaire sent out by the "laboratory division" of the National Board of the Y. W. C. A. as basis for a wage discussion at the biennial convention at Minneapolis. More than six hundred usable returns were received from widely scattered industrial areas, representing thirteen industries and household employment. The replies showed a median wage of $11.13 for this year, as compared with $14.83 for 1931, a drop of more than 23 percent at a time when the cost of living fell about 9 percent. The wages of household employes were computed separately. The median for this group was found to be $10.54, which with board and room makes a higher actual wage than for women in industry. Seventy-three percent reported cuts, the majority of $5 to $15. Since a cut of $2 would more than cover the year's decline in living costs, "the reduction means a drastic lowering of the standard of living for many workers." Cuts were more numerous and heavier in the lower paid groups (under $5 to $15 a week) than on the higher levels ($15 to $30). About 180 women, 78 of them household employes, reported no unemployment for the period covered. For the rest reporting on this point, there had been unemployed periods ranging from a few days to twenty-six weeks, with a median of about a month. "It is clear," the report points out, "that much of the brunt of the depression is being borne by industrial workers."

The High Cost of Low Wages

RESULTS of low wage levels and broken time in family life and health are vividly shown in Welfare of Children of Maintenance-of-Way Employes by Helen Russell Wright, just published by the U. S. Children's Bureau (Publication No. 211). The study covers the budgets and living conditions of a sampling of 550 employes and their families from among the 200,000 men who keep the railroad tracks in repair. These 550 families were scattered over ten states. All the men had worked on the tracks at least a year, 261 for ten years or more. There were just over three children per family, 1674 for the group. Although budgets for "minimum standards of health and decency" all start at $1400 a year or higher, not one of these laborers earned as much as $1250 in the "prosperous" year of the study (1928). Twenty-nine earned under $500, 129 between $500 and $750, 212 fell between $750 and $1000, and only 101 (less than 20 percent) earned as much as $1000. As a result, the report is a picture of bad housing, unsuitable and often inadequate food and clothing, and neglected health. Contributions from wage-earning children, supplementary jobs undertaken by one or both parents, boarders or lodgers in crowded homes added little to the family income and usually added much to family problems.

Hardship was especially acute in the Georgia group where "wages of the Negro laborers fell so far below any tolerable standard that it would be absurd to talk of an American standard of living in terms of income."

The report underscores the need for higher wages and also for: more adequate organization of the nation's resources to provide in the rural and backward communities the schools, the playgrounds and the health and other social services that only the community can provide or that have definitely been accepted as community obligations.

They All Have Jobs

THOUGH Procter and Gamble, manufacturers of soap and food products, have put their plants on a five-day week, in line with the movement of a large group of industrial leaders to "share work" in this way, the company announces that their guaranteed work plan has so far weathered the depression and will continue in force (see The Survey, April 1, 1930, page 18). Under this plan, workers at Ivorydale and the other Procter and Gamble plants are secure in their jobs, with forty-eight weeks' work a year guaranteed them by the company. The shorter work-week means, however, about a 9 percent reduction in weekly earnings. William Cooper Procter, chairman of the board, announces that "an intensive study of the application of the shorter work-week to office employes will be made immediately, as it is felt extremely desirable to spread employment here as well as in the factory." Office employes, the firm announced last year, do not come under the guaranteed work plan.

A Cure for Bad Luck

USING principles of modern psychology to overcome the "accident proneness" of "unlucky" workers, a new phase of the safety movement is sharply cutting down traffic hazards, according to a paper given by Morris S. Viteles of the University of Pennsylvania at the annual safety congress, held in Washington last month. The man whose accident record is consistently bad is no longer dealt with on a mass education scheme, but is given special training "based on an exact knowledge of the factors which are responsible for the accident record in the case of the particular individual." This training includes systematic education, encouragement, supervisory follow-up, and medical treatment if it is needed. The factors which play a part in the individual case are determined by psychological tests, close observation of details of operation, a review of his relations with superiors and with fellow workers, a study of home circumstances. As a result of such a program of study and treatment of accident-prone motormen in Cleveland, Ohio, the combined rate of accidents in the group dropped in one year from 1.31 per thousand miles to 0.75, a reduction of 42.7 percent. The Milwaukee Street Railway and Light Company reduced accidents 25 percent in one year. Over the same months a special group of "accident prone" employes were studied and dealt with by psychological methods. The number of their accidents fell 81.5 percent.

Toward Unemployment Insurance

MARYLAND may be the next state to enact unemployment insurance legislation (see The Survey, December 15, 1931, page 295). Rabbi Edward L. Israel, as head of Baltimore's Municipal Commission of Employment Stabilization, has appointed a committee to draft a bill which will be submitted to the State Legislature at its regular meeting in January. U. S. District Attorney Simon E. Sobeloff is chairman of the committee. The other members of the committee of five represent industry, labor and the public. The committee is actively at work, but no details of the proposed measure have been made public other than that it will provide "compulsory features," as the commission holds that "voluntary insurance systems cannot be relied on."

In a press interview, President William Green announced that the American Federation of Labor has abandoned its earlier project of a federal unemployment insurance law, and will instead seek enactment of state laws which must be compulsory, administered by the states, with industry bearing the cost and workers protected in their trade-union membership. This plan is to be submitted by the executive committee to the A. F. of L. convention in November.

At its annual meeting, the New York State Federation of Labor has instructed its executive committee to support state legislation this winter "as one of our major labor measures."

The National Association of Manufacturers has endorsed the principle of unemployment reserves, "including the allowance by

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the federal and state governments of appropriate tax deduction for contributions to reserve funds." The association, however, favors only voluntary schemes, and states that "we oppose the enactment of compulsory laws."

Those Old Men of Forty

CURRENT belief that under modern industrial conditions workers are "scrapped at forty" is sharply challenged in a recent bulletin of the Census Bureau dealing with the age of the gainfully employed. In a brief footnote to its statistical tables, the report points out that "the percentages . . . indicate that age forty may not be, as is often stated, the 'dead line' for men entering new occupations, since the proportion gainfully employed in 1930 was almost as high for men 40 to 44 years old (97.6 percent) as for men 35 to 39 years old (97.7 percent)." Even in the next age group the decline was very small, as the tables show 97.1 percent of the men 45 to 49 years old reported themselves as wage-earners. And for men 50 to 54, the proportion employed in 1930 was 95.7 percent, a decline of 1.9 percent from the ratio for men fifteen years younger. For men 55 to 60 there is a decline in the proportion of those at work of 4.6 percent as compared with the 35 to 40 group (the ages when the largest ratio are gainfully employed), but this drop of less than 5 percent even at 60 does not suggest the "scrap heap."

The comparative figures for 1920 and 1930 are also significant, since it is often argued that the increasing mechanization of industry, with its resulting "speed up" demands only young workers. In 1920, of all men between 45 and 65 years old, 93.8 percent were gainfully employed. For 1930, the figure is 93 percent.

A Regrettable Failure

ALL those who feel that orderly processes of research and conference should be substituted for arbitrary orders and the friction that results from them in worker-employer relations regret the end of the experiment with joint union-management research at the Naumkeag Mills (see The Survey, January 15, 1930, page 466). Those close to the situation blame three factors for the breakdown of the plan: weakening of the union through widespread unemployment, demoralized labor markets and wages reduced by shortened hours of work; lack of faith on the part of the union in the management selling plans; unfortunate "plant politics."

Writing in The American Federationist, Francis Goodell, the engineer formerly in charge of the research program, credits the plan with a direct saving in labor costs of $230,000 a year in the operation of the mill and weave-shed. This represents a 10.4 percent economy. In this connection, it should be noted that a raise averaging 10 percent was given to workers as their operations were put upon the recommended basis. The saving takes into account that increased charge upon the payroll. The figure does not take into account "any of the less measurable savings such as good-will."

For the Newsies

NEWSBOYS' work and school records, with recommendations leading to better conditions in this traditional children's trade, are covered in Newsboys of New York—a Study of Their Legal and Illegal Work Activities in 1931 by Harry M. Shulman, published by the New York Child Labor Committee. Mr. Shulman estimates that more than one thousand newsboys are engaged in night selling. Among 374 children brought up for night selling by the Bureau of Attendance, 61 were under twelve years of age, and thus ineligible even for daytime selling in New York. There were 165 twelve- and thirteen-year-olds in the group. Young evening sellers were markedly more retarded in school, more irregular in attendance and much more frequently arraigned as truants than were unselected school children of the same ages. The report recommends a measure previously proposed and defeated prohibiting all persons from aiding children in obtaining papers to sell at night, and that recreation be provided for children taken off the streets for illegal activities.

That New York conditions are duplicated in many smaller cities is shown by a recent report of the National Child Labor Committee of a study carried on for seventy nights in fifty-three cities, some of only twenty thousand population. Over this period the staff found 1750 newsboys clearly under fourteen years of age roaming business streets from 8 P.M. to 2 A.M. Of one hundred newsboys picked at random in one city, 44 were twelve years old or under.

The Newspaper Boys' Welfare Committee of the International Circulation Managers Association recently passed a resolution declaring that "no boy will be permitted to engage in newspaper work when investigation discloses that such boy's participation is detrimental to his own best interests," and requesting the aid of schools and parents to this end.

Five-Day Week in San Diego

AS A result of arbitration proceedings just concluded, the newspaper publishers and the typographical union of San Diego, California, have put in a contractual five-day week. This is said to be the first city of any considerable size where such action has been possible. A drastic reduction in pay from the base wage of $51 for forty-five hours was demanded by the newspapers, and after prolonged but fruitless efforts at conciliation, arbitration was resorted to according to the terms of the standing agreement between the International Typographers and the Newspaper Association. Discussion of working hours and conditions was ruled out of the arbitration in the beginning, but after the hearings a unanimous recommendation was signed providing that the five-day week already in effect under the system of job staggering controlled by the unions was established by contract, and a 7½ percent cut in basic wage was accepted. Lyman Bryson, director of the California Association for Adult Education, acted as impartial chairman of a board on which the newspapers and the printers each had two representatives.

Fewer Working Children

FEWER child workers at the time of the last census than a decade ago are reported by the Census Bureau. The decrease over the ten-year period in the total of children 10 to 17 years old at work was placed at something over 620,000. The figure for 1930 was 2,145,959 out of a population in this age group of 18,963,713. In 1920, out of 16,330,713 children of these ages, 2,773,506 were at work. These figures represent a relative as well as an absolute drop in the number of job-holding children. Thus in 1920, 16 percent of the young people 10 to 17 years of age were at work, while in 1930 this proportion had fallen to 11 percent. A decreasing number of jobs coupled with the demand that employers give available work to adults is cited as one reason for fewer child workers. Another factor has been the tightening of child labor and school laws. To focus public attention on the American child labor problem, the National Child Labor Committee each year sets Child Labor Day.

National Child Labor Day, 1933, will be observed Saturday, January 28 in synagogues; Sunday, January 29 in churches and Sunday schools; Monday, January 30 in schools, clubs and other organizations. Free material for appropriate programs, including an outline of the status of child labor and education in any specified state, may be obtained from the National Child Labor Committee (331 Fourth Avenue, New York).

NEW Methods for Old in Unemployment Relief, is the title of a folder recently published by the Commission on the Church and Social Service, Federal Council of Churches (105 E. 22 St., New York). It is a poignant argument for unemployment insurance.

THE Abstract of Hearings on Unemployment, held before the California State Unemployment Commission last spring, is now available (State Building, San Francisco). The 250-page booklet is a mine of first-hand material on effects of unemployment on communities and individuals. One section is given over to recommendations for unemployment relief and prevention.

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EDUCATION

What Is Economy?

FACING the effects of the depression on the public-school systems of the country, the National Education Association has drawn up a list of specific dangers that must be guarded against if the need for "economy" is not to wreck our public education program. In general, the N.E.A. points out that the schools seem to offer easy possibilities for economies which will not irritate taxpayers, hence education is likely to carry more than its fair share of retrenchment; second, where school budgets have to be cut, unless the cuts are made by experienced school administrators, irreparable harm may result. Admitting that no set of rules will apply to every local situation, the N.E.A. specifically condemns: increasing the size of classes beyond the point of efficiency; shortening the school term, which not only lessens educational opportunities for children but tends to increase juvenile delinquency because of long, unsupervised vacation periods; reducing teachers' salaries, either by direct cuts or by substituting cheap teachers for those who are well trained and experienced; eliminating health, recreational, vocational and cultural services and activities. "This destruction of the essentials of modern education means returning to a narrow, lockstep, uninspired and inefficient program of education." Finally, the N.E.A. holds that "school budgets should be prepared by the school superintendent and his staff and presented to the board of education for consideration. There should be no retrenchment in school budgets without due consideration both of the immediate and the ultimate consequences. Where genuine economies seem advisable they should be made with the advice of the professional staff" (see The Survey, June 1, 1932, page 236).

Crime Prevention and the Schools

RESPONSIBILITY of the schools for crime prevention, and the best means of gearing the work of the schools in with the work of social agencies in dealing with the juvenile delinquent is the broad field canvassed in a recent bulletin published by the Research Division of the National Education Association (Vol. X, No. 4. 1201 Sixteenth Street S. W., Washington, D. C. Price, 25 cents). The bulletin sets itself the task of summarizing available material that answers these specific questions: What are the most common types of crimes, and are these amendable by education? How can teachers identify the children who are potential delinquents and criminals? What factors or so-called causes are associated with criminal behavior? What are the comparative costs of crime and education? How can the various social forces, particularly the schools, prevent juvenile delinquency and criminal behavior? The report concludes, on the basis of the evidence presented, that research and competent opinion both assign to the school system "a major rôle in the prevention of crime." The proper discharge of this obligation requires a higher standard for teachers, smaller classes to permit attention to individual differences, a new conception of the social and scholastic goals of education. "But the problem is more than one of improving the existing school machinery," the report continues. "There is a need to carry the advantages of modern education to every rural child, and to extend the period of exposure to modern education by increasing the holding power of the schools." In addition to the part the schools should play in crime prevention, the report underscores the connection between crime and such social conditions as unemployment, bad housing, inadequate recreational facilities and broken homes.

About Race Relations

NEED for active education in problems and possibilities of race relations, particularly in Southern schools and colleges, is emphasized in the recently published proceedings of the Peabody Conference on Dual Education in the South, held at Peabody College last summer (Executive Committee of the Conference, 703 Standard Bldg., Atlanta, Ga.). Part of one conference session was given over to a description of a course on The Negro, given at the University of North Carolina by Prof. Guy B. Johnson which is flexible enough in plan and materials so that it could be adapted to the use of the highschool classes, adult education classes or study groups. In reply to a question from the floor, Prof. Johnson reported that "I have never taught a course of any kind from which I have got such satisfactory results as from this course in race relations."

A report by N. C. Newbold of the North Carolina State Department of Education, of an inquiry as to what Southern colleges are contributing to race relations showed that 106 of the 155 institutions included in the survey are now giving race-relations courses. In thirty-nine colleges there are specific courses in race relations, in seventy-six race relations study is correlated with history, sociology or other subjects.

The conference voted to set up a committee which will act as a clearing house of material for the study and teaching of race relations in schools and colleges. The conference will meet again at Peabody College next summer.

How It Hits the Campus

THE effect of "hard times" on young people in college is by no means all loss, according to the report of a nation-wide questionnaire to college authorities, recently published by the New York Times. According to the replies received from all parts of the country, total college enrolment this year will be about 96 percent of last year's figure. The replies indicated a trend away from technical education promising early financial reward, and a renewed interest in cultural subjects. All the colleges noted the lessened financial resources of the students, with loan and scholarship funds "taxed to the limit." Students are said to be living much more simply than in the boom days. Thus one college head reports, "Students are watching their pennies closely this year, shopping for bargains in the second-hand bookshops, abandoning many of the luxuries associated with undergraduate life. Flashy roadsters have been replaced in many cases by the cooperatively owned flivver." Many colleges report that the students returned this year with a more serious attitude toward their work, a deeper appreciation of the value of a college education, and several, notably the University of Virginia, predicted that the depression would make their students "more attentive to their duties" with a smaller "percentage of failures than in previous sessions."

Doors Kept Open

WITH one community service after another being ground between the two depression millstones of unprecedented demand and budget slashing, it is heartening to find now and again a community that refuses to sacrifice its educational and recreational facilities. Thus, in Duluth, Minnesota, it was recently proposed to close branch public libraries as an economy measure. But after the Mayor's Committee on Unemployment wrote the Mayor's Budget Advisory Committee, pointing out the place the libraries fill in today's need, it was decided to cut something else, and keep the libraries open, with the exception of one sub-branch in rented quarters. The Unemployment Committee wrote, in part,

The Mayor's Committee on Unemployment has adopted a resolution expressing the hope that there will be as little closing of branch libraries

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in Duluth as possible. Libraries everywhere are reporting a greatly increased use by those who are out of work. It is the opinion of the committee that library facilities should be made available to as many as possible in this period of depression, for here, if anywhere, can be found profitable employment for leisure time.

Keeping Them Off the Highways

WISCONSIN'S public-school system is attempting to meet the needs of the jobless young man just out of highschool, without means to go on to college. A program to care for these young victims of hard times was outlined last spring at a meeting of state educators called for the purpose by State Superintendent John Callahan, and a state committee was named to have general supervision of the plan. Three alternative procedures were outlined for the graduates: enroling in their highschools for postgraduate courses; attending public vocational schools for occupational, commercial or general courses; registering in the university extension division for correspondence study courses, for advanced credit if desired. In a number of communities special work at the highschool has been arranged for these students. Many of the vocational schools are overcrowded. The university has enroled more extension students than ever before, some of them taking college courses for which the university, the state teachers colleges and other institutions give credit, others taking non-credit courses as a preparation for business or trades. Some local boards of education agree to refund to the students half the instruction fees for extension study on completion of the course. A few are assuming full cost. Some supply the textbooks needed by the students. A number of highschools have set aside rooms where university extension students may study under supervision, under regular school discipline and attendance rules.

A Hard Times College

MAKING use of available space in a Virginia village near Washington, drawing together a group of men of fine background and experience as faculty, offering serious students a chance to study and live during the college year at a total cost of $250, Port Royal College, "a plan for higher education during the depression" opens this month. Originally the scheme of Dr. A. C. C. Hill, Jr., former fellow at Brookings Institution and professor of economics at Springfield College, Massachusetts, the new venture has the backing of such educators as Dr. John Henry MacCracken of the American Council on Education, Dr. Leverett S. Lyon, executive vice-president of Brookings, the Rev. J. A. Ryan, vice dean of the Catholic University, John L. Newcomb, acting president of the University of Virginia, Dr. H. W. Taylor of the American Association of University Professors, all of whom are serving on the advisory committee. The student body will be limited to one hundred who would normally have entered sophomore, junior or senior classes this fall. So far as possible, the students will do work approximating that given in their "parent college," though Port Royal does not guarantee that other institutions will accept its credits, which will be based on examinations given by outside scholars of wide reputation. Students will care for their own rooms, and take turns with such chores as washing dishes, waiting on table and the like. Such service will probably take about six hours a week. The students will be housed in two "manor houses," each of which has wooded grounds. The library will be housed in the brick bank building. The lower floor of the town hall will be used for kitchen and refectory, the upper floor for theater and large lectures. Numerous small wooden dwellings and rooms in village homes will accommodate the faculty. "Various other buildings will be used for classes."

Rosenwald Stock-Taking

ON JULY 1 the Rosenwald Fund ended its schoolhouse construction program in the South, after having helped make possible modern schoolhouse facilities for at least one third of the Negro children in the South. The program was extended two years beyond its original limit in order to assist with several large country highschools to take care of the growing number of children completing elementary work in many of the Rosenwald schools. The Fund's aid to school libraries for Negroes and also to county library demonstrations for rural and urban, white and Negro residents is continuing. The staff of the Fund feel that the plan for bus transportation for Negro children in numerous localities will go forward without further aid. During the present year, no new projects in Negro education will be undertaken. Instead, this will be used as a stock-taking year, "to study the effects of the various projects in which we have been cooperating in efforts to determine the next steps to take when conditions are better."

Opportunity

REPORT of the 1933 session of the Opportunity School on the campus of Clemson College in South Carolina indicates that, in spite of hard times, this unusual adult education project had the most successful summer of its twelve (see The Survey, October 15, page 518). There were 130 students ranging in age from 14 to 47 years. In spite of educational handicaps, the group, in the four weeks of the school, averaged an educational gain of 5.9 months on the Stanford Achievement Test. The test does not measure less academic gains in health, wider horizons, learning to play, gardening, poultry-raising, homemaking, manners, personal cleanliness which resulted from the school program.

Under the direction of Wil Lou Gray, the member of the state education department largely responsible for South Carolina's famous "opportunity schools," clubs are being started now through which students may earn money for their 1933 school expenses. "When I think of the closed colleges during the summer and the hungry minds surrounding them," Miss Gray writes us, "I often wonder if we honestly desire to share with others the best things of life."

Listeners

SOME idea of the size of the educational opportunity opened up by the coming of radio and its uneven distribution over the country is given in the Census Bureau report of the number of radio-set owners in this country. While there have undoubtedly been changes in the figures in the past two years, the 1930 count is illuminating. At that time, more than 40 out of every 100 American homes owned at least one radio set.

According to this report, the largest proportion of the country's radio owners live in the North and East. New Jersey heads the list with 63 radios in every 100 homes. New York is second, with 58 percent of its families owning radios. The total number of radio owners in this one state is over 1,825,000. No other state has so many.

At the other end of this list, as of so many other educational facilities, stand Mississippi and South Carolina, with fewer than six sets per hundred families in the former state, fewer than eight in the latter. Nearly 30 percent of the families owning radios live in New York, New Jersey and Pennsylvania, though these states claim but 21 percent of the families of the country.

CHICAGO schools opened late in September with fourteen thousand teachers still unpaid. Teachers have had no salary to date for May, June and December, 1931, and only for January, February and March, 1932. "The Chicago schools," comments School and Society, "deserted by the bankers and the men of high finance are being kept open by the heroic loyalty of the teaching force."

TEACHERS in Denver, Colorado, have voluntarily waived 10 percent of their salaries for the budget year, commencing December 1.

ANNOUNCEMENT that it would accept farm produce in lieu of fees brought Illinois Wesleyan University large supplies of duck feathers, fox pelts, potatoes, corn, wheat, oats and other staples. Some twenty-five students took advantage of the school's offer. The produce is now stored in a local warehouse and will be sold when prices improve.

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Unemployment and Community Action

This department, edited by Joanna C. Colcord and Russell H. Kurtz of the Russell Sage Foundation is an emergency information service to officials and citizens' committees. News of interesting developments will be gratefully received by the editors

State Emergency Relief Plans

IN THE ten months' interval from September 1, 1931 to June 30, 1932, seven states passed laws granting some form of state aid for unemployment relief. In five of these states some legislative provision was made for the setting up of new commissions which were to be responsible for the administration of these acts.

When in July 1932 the federal Emergency Relief and Construction Act was passed, then federal as well as state and local funds came into the relief picture, and since then many more state committees or commissions have been formed, mainly with the purpose of supervising the spending of federal funds.

The editors of this department plan from time to time to present some account of the operations of these committees. In this issue notes on the Illinois, New Jersey, New York, Ohio and Pennsylvania relief administration are given.

ILLINOIS: The second interim report of the Emergency Relief Commission issued August 31, 1932 showed a total of $22,694,925 distributed for emergency relief throughout the state since February 6. Of this amount, $18,392,860 was state funds and $4,302,065 was federal funds secured from the Reconstruction Finance Corporation. Local outdoor relief expenditures are not included in these totals.

Illinois was the first state to receive a loan from the R.F.C. for relief purposes. It was allocated $3,000,000 on July 27. Since then it has received further grants totalling $11,000,000.

The Illinois Emergency Relief Commission achieved a dual status when its personnel was expanded by the addition of three state officials, by gubernatorial appointment, and the enlarged group christened the Illinois Emergency Relief Commission (federal).

This action was taken to comply with certain legal technicalities in the federal Emergency Relief and Construction Act. The original commission will retain its corporate entity until March 1, 1933 as originally contemplated by the State Legislature. There has been no change in administrative policy or personnel.

The interim report reveals some interesting facts: $20,759,052 of the $22,694,925 accounted for through August 31 was spent in Chicago and Cook County. This is 91.5 percent of the total. The percentage distribution of emergency relief expenditures in Illinois for the period February 6 through August 31, 1932 was as follows:

Purpose	*Percent of total*
Direct relief—food	72.8
Direct relief—fuel	7.4
Direct relief—other	5.1
Work relief	5.9
Administration and other expenses	8.8
Total	100.0

An estimate of $36,673,000 needed from state or federal funds from September 1, 1932 through February 28, 1933 is based upon monthly estimates ranging from a low of $4,934,000 in September to a high of $7,035,000 in February.

Since the report was issued, the State Legislature has met in special session but will probably take no final action, according to newspaper prognostications, until after the national election.

NEW JERSEY: The state-aid program of 1931–32 expired in June and was replaced on August 1 by another in which there are several departures from the first winter's practice.

Last year, the appropriations were specifically directed into fixed channels: $4,041,000 for aid in the work-relief programs of municipalities; $1,616,000 for similar aid to the counties; $3,232,000 for aid in the direct relief programs of municipalities; and a smaller amount to an administrative and supplementary aid fund. The total state aid given from October 1931 to June 1932 was $9,616,000. These expenditures were made in conjunction with municipal and county programs, involving considerably more than an additional $10,000,000.

It is estimated that eight hundred thousand persons will be dependent on relief during the coming winter. To provide funds to meet this emergency, the voters at the November election are asked to sanction the diversion of $20,000,000 already approved for road construction, and it is hoped that an additional $10,000,000 will be available from the Delaware bridge funds.

The new laws give the Emergency Relief Administration full jurisdiction in the matter of apportionment of state funds. Under rules adopted in July, the administration has set up two classifications: (1.) Normal grants on a fifty-fifty matching basis, within certain limits. (2.) Special grants on a more liberal scale.

Work relief is ruled out as a basis for state aid because of its greater cost. However, it is contemplated that relief recipients should "work for relief" so far as possible.

NEW YORK: The twenty-five million dollars appropriated by the State Legislature last year and made available to the Temporary Emergency Relief Administration will be entirely exhausted on November 15.

In the first ten months, approximately $50,000,000 of state and local tax money has been spent for relief purposes in New York State. Work relief has formed an important part of this program —53 percent of all relief expenditures being for this purpose. In an effort to improve the efficiency and usefulness of work relief, the Administration employed trained engineers to go over all work projects in the fall.

The bond issue of thirty million dollars will be voted on by the people on November 8. If this is approved, the Administration will have thirty million dollars available for the coming winter, or approximately five million dollars a month. If the cities and counties can appropriate a similar amount, ten million dollars a month will, therefore, be available for home relief and work relief in the state, approximately one half of this for New York City. There seems to be some question of whether or not cities and counties can continue to appropriate their share of the money, and inasmuch as the legislature provided that a large share of the bond issue can be spent by the state if and when cities and counties make original expenditures, it may be difficult actually to get the money into the hands of the cities. Should this, however, become a serious matter, the act could readily be amended.

The Administration believes that at least 10 percent of the whole population of the state must be cared for through the coming winter, and that relief on a minimum basis requires an expenditure of $1 per month per capita of the population in an industrial city.

OHIO: The State Legislature in special session last March authorized three methods by which counties and cities might raise funds for poor relief, provided they secured authorization from the Ohio Relief Commission:

(a) By issuing local bonds to be retired by an increase in the state tax on public utilities.

(b) By issuing special local bonds based on real estate.

(c) By diversion of gasoline and motor-vehicle taxes from local road funds to poor relief.

The Ohio Relief Commission reports that up to October 3, 1932 under (a) forty-two of the eighty-eight counties had issued $7,-

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609,775 of local bonds and under (b) a total of $3,361,400 bonds had been issued. Diversion of gas and motor-vehicle taxes added $2,152,380, thus making a grand total of $13,123,555 authorized for poor relief.

A second special session of the legislature late in September passed an enabling act authorizing the governor to receive funds from the Reconstruction Finance Corporation for direct gift by the state to local communities which have temporarily exhausted both their own resources and those heretofore made available by the state. A number of Ohio communities have had R.F.C. aid but it has been on their own application and credit, under sub-section E of the Emergency Relief and Construction Act. This latest action of the legislature puts the state in a position to receive funds under sub-section C of the same act.

The first application approved by the State Relief Commission following passage of the enabling act was for $2,337,000 to Cuyahoga County and the City of Cleveland, an amount later granted by the R.F.C. The state's participation in R.F.C. funds under this authority is considered to be a temporary matter, as the legislature will meet again in regular biennial session next January, at which time further means of financing state relief will undoubtedly be considered.

PENNSYLVANIA: The State Legislature has created a new body, called the State Emergency Relief Board, consisting of the governor, the lieutenant-governor, the auditor, general state treasurer and the speaker of the House of Representatives, which is empowered to plan and adopt a comprehensive program for the use of federal relief funds, the final responsibility for expenditure resting of course, under the federal act, on the governor. In taking this action, Pennsylvania is groping its way toward an organization which will skirt the confusions created by its outworn poor-board system and permit the administration of unemployment relief funds, state and federal, by effective modern methods.

The state board has organized with W. B. Rodgers of Pittsburgh as executive director and Arthur Dunham of Philadelphia as director of field work with a staff of eight. The field workers organize, supervise and cooperate with the County Emergency Relief Boards made up of six or seven citizens, appointed by the State Board for their interest in relief and community organization. Each board includes one representative of a public body such as a county commissioner, a poor officer or a parole officer.

The county boards have also been designated to administer state funds, both those remaining over from last year, and a new appropriation of $12,000,000 (the proceeds of an emergency sales tax), made late in August, after the Legislature in a stormy special session, had finally harmonized its differences with the governor.

These county boards will distribute the state and federal funds allotted to them month by month by the state board, the allotment in each case being determined by need. Certain counties where poor boards are still doling out the first state relief funds made available under the Talbot bill of December 1931 will not receive additional funds until need develops or until better methods, such as improved family budgets, have been established. Pressure is being put on county boards to use local funds, including remaining Talbot bill funds, for administrative costs, with present state and federal funds used only for providing actual food. Indeed there is no plan at this time for the use of state and federal funds for anything but food. With the accumulating evidence, drawn from field workers' reports, of acute need for clothing and food, and of the hampering effect in practice of the rigid exclusion of administrative charges, it seems probable that the State Board will reconsider its original decision and liberalize its policy.

"Self-Help"

THE Republic of the Penniless by T. J. Parry, a member of the Seattle Mayor's Commission on Unemployment, an article in The Atlantic Monthly for October, gives a comprehensive account of the inception, developments and accomplishments of the Unemployed Citizens' League in that city up to June 1932. Since then, the Mayor's Commission has withdrawn as intermediary between King County and the League, and the county commissioners, alleging mismanagement by League officials of the food supplies in the local commissaries, have taken over the operation of several of them by force. Moderate leadership in the League itself has been succeeded by more radical leaders. The "Self-Help Program," consisting of the cutting of firewood and exchange of various services to each other among the unemployed members, is continuing under the direction of League officials and county employes.

In Omaha the clients of the social agencies have organized the Unemployed Married Men's Council with a self-help program based on that of Seattle. This organization cooperated with the private social agencies in securing the appropriation of more adequate relief funds by the county.

In Dayton the Council of Social Agencies was instrumental in organizing the Dayton Association of Production Units, consisting at present of six units with a total membership of about 350 families. Goods produced by the units are exchanged on a barter basis among the members, raw materials being procured through the city commissary and paid for with finished products. Gardening and rabbit-breeding for food are among the projects, clothing and shoe-making shops and a bakery are being operated, and one unit is erecting a building made of discarded wooden paving blocks to house its activities.

New Work for the Unemployed

MUSKEGON, MICHIGAN has conducted an interesting experiment in relieving unemployment through cooperation with the Recreation Department. The city maintains fourteen playgrounds which, except for the supervisor, are staffed entirely by the unemployed who are assigned to the Department by the City Welfare Board. Those assigned have been carefully selected. In the group of fifty-four there are two graduate engineers, a lawyer and a woman university graduate, while of the remainder all but three have had at least a highschool education. A training institute is held once a week, and the director reports that members of his group are putting into it all that they have. Birmingham, Alabama has used successfully unemployed workers assigned by the Community Placement Bureau for playground and community center service. In New York City several hundred have been used in this way, applicants being selected by a trained recreation worker, with adequate training and supervision given to the workers assigned to playgrounds, settlements, boys' clubs and other institutions, by the Emergency Work Bureau. Pittsburgh, Philadelphia and Cincinnati similarly report the use of unemployed in this way. Among smaller communities which have done likewise are Cedar Rapids, Iowa, and Oshkosh, Wisconsin.

Distribution of Federal Relief

UP TO October 16, the Reconstruction Finance Corporation had granted a total of $42,710,291 in loans to states, of which $37,643,706 was loaned under Subsection C, which makes repayment the responsibility of the state government, and $5,066,585 under Subsection E, which provides that loans can be made on the governor's recommendation directly to subdivisions of the state (counties and municipalities) repayment to the R.F.C. being made by the subdivision affected. Loans to two territories totaling $667,435 were also granted.

In several states, the powers of the governor in allocating funds within the state have been called in question. In Idaho the Supreme Court was petitioned by one county to compel the governor to distribute the relief fund secured from the R.F.C. "proportionately, equitably, and rateably" to the several counties, and to refrain from using them to build bridges and highways. The court, however, ruled that it had no jurisdiction over the governor's action. Seventy-five thousand dollars—one-half of the loan—is to be applied, according to newspaper accounts, to the completion of a bridge, with

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no provision that the workers shall be unemployed residents of the state.

In Virginia, the urban centers are up in arms over the governor's decision that R.F.C. relief funds must be disbursed entirely as wages for highway construction, and not as direct relief. "Road construction is no sort of unemployment relief for the needy idle in cities" was asserted by the leaders of the State Conference of Social Work; to which the governor replied that since repayment had to be made out of future federal highway aid, "the use of such money for direct relief would amount to a diversion of future road funds." The United States Daily states that the governor has subsequently refused to call a special session of the legislature to provide direct relief from state funds.

In Pennsylvania a series of differences has arisen between the governor of the state and the R.F.C. officials. The governor's first request, for the full $45,000,000 possible under the law, was refused on the ground that the information submitted as to needs and resources in the political subdivisions of the state was insufficient, and that the state had not exhausted its own ability to come to the aid of its cities and counties. Subsequent action by the Pennsylvania Legislature removed the first obstacle. The governor finally was able to submit satisfactory data about three counties, and a grant was made him for these particular subdivisions. He then announced through the public press that the law gave him complete discretion to apply the funds anywhere within the state that he deemed proper, and the attorney-general of Pennsylvania upheld him in this claim. The R.F.C., while maintaining its original position, demonstrated its willingness to make further loans on the submission of information regarding the needs and resources of other counties; and this particular difficulty seems to have subsided.

Philadelphia Picks Up the Pieces

FIFTY-SEVEN thousand families of the unemployed were left to shift for themselves for ten weeks this summer, after Philadelphia's relief funds were exhausted and the relief-dispensing organization built up under the Lloyd Committee had to be disbanded.

Philadelphia, which will receive about $3,000,000 of the state appropriation, and an amount from federal funds which has not yet been determined has set up a board of seven, with Philip C. Staples as chairman and Dorothy Kahn, director of the Jewish Family Welfare Association, as executive. With a staff temporarily loaned by the social agencies, the new unit began to function on September 6, receiving applications for assistance from fifty thousand families in the first three weeks. The rush was so great that interviews had to be scheduled nearly a month ahead. Only the most emergent needs for food could be cared for.

A complication arose early in October between the governor and the Philadelphia Relief Board, when the former, according to Mr. Staples, disclaimed a previous agreement that the expenses of administering the state and federal funds should be provided from those funds, and directed that the City of Philadelphia must provide all monies for administration. Concurrently, the State Relief Board refused to certify the pay-checks of the Philadelphia board's employes, and directed that these workers be paid only in "food orders." This action threatened to bring the relief program in Philadelphia once more to a standstill. There is nothing in the federal act which prevents the use of a portion of the funds loaned to states for the purpose of providing adequate administration.

Advice to Home Owners

A HOME Owners' Advisory Committee Reduces Foreclosures on Homes in Philadelphia, a pamphlet procurable from the Division of Building and Housing, Bureau of Standards, Washington, gives the procedure of a volunteer committee of nine real-estate men and bankers in advising small property owners how to protect their equities and refinance their homes. In its three years of service this committee has heard thirty-five hundred cases and been able to offer help in 85 percent.

The committee was appointed jointly by the Philadelphia Real Estate Board and the Pennsylvania League of Building and Loan Associations. It cooperates closely with the Philadelphia Committee for Unemployment Relief, and has secured much cooperation from building and loan associations, trust companies, mortgage companies, insurance companies, lawyers and other individuals. Those applying for advice are accorded the opportunity of stating their case privately to one member of the committee. If he is not satisfied that he has the complete facts, he makes further investigation before presenting the case for committee action. Several cases are summarized, showing how the committee has been able to stay foreclosure processes, suggest practicable plans for refinancing, and "put the fear of the Lord" into dishonest brokers.

Back-to-the-Land

THE Temporary Emergency Relief Administration of New York State reports that early in the summer of 1932 applications began pouring into its offices from individuals who asked to be placed upon abandoned farms. The Administration realized the need for giving whatever assistance was possible to this group, but was keenly alive to the dangers involved if such placements were to be made without proper safeguards. On June 18 the administration issued to county commissioners of public welfare an offer to assist in financing such farm placements as might be recommended by them up to a limited amount. Several commissioners have taken advantage of this offer and some successful placements have resulted.

In the main, each family has been placed within its own district. Where a farm has been found outside that district a cooperative plan has been worked out between the two commissioners of public welfare involved, in order to insure continued financial assistance to and supervision of the family.

The agricultural advisor, loaned to the administration by Cornell University, is now working with local farm bureaus to locate in the state suitable land available for farm placements. It is the administration's hope to be ready to meet the problem of 1933 with intelligent plans and facilities.

The president of the Atlanta Chamber of Commerce has secured the cooperation of service clubs, chest agencies, and owners of unoccupied farm lands, in assisting a few selected families with agricultural experience to establish themselves on small farms. The chest hopes to raise funds in its fall campaign to carry this work further.

A group of citizens in Los Angeles is proposing a "Land Chest," a large-scale development of the "one-foot-in-the-country" movement, by which persons employed on reduced time in industry will be assisted to secure one-acre lots and build homes on land purchased by the community and later sold to the homesteaders on easy terms. Intensive gardening and rabbit-breeding for food are features of the plan. Details can be secured from the Los Angeles Daily News.

Projects such as those outlined are quite different from the provision of temporary subsistence gardens for city dwellers. Communities which are considering actual removal of persons from the city to the country, and their subsequent maintenance through agriculture alone, should secure the Resolution with Reference to the Relationship of Urban Unemployment to Land Utilization and Settlement formulated by the National Land-Use Planning Committee. It indicates some of the main obstacles to be overcome, and may be secured from the Bureau of Agricultural Economics, U. S. Department of Agriculture.

Alleged Relief Irregularities

IN BALTIMORE complaints against the city's unemployment system lodged with the City Council brought about the appointment of an investigating committee by the council. Five hearings were held in August, and fifty-six complaints investigated, the social agencies appearing with the complainants. At the close of the

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hearings the chairman announced that "nothing of any consequence in the way of criticism of the system has been raised. We have received relatively few complaints, and when we have referred them to the relief agencies they have responded with perfectly satisfactory answers. In fact, several of the complainants have reappeared before the committee to apologize. Some of them simply did not understand the system. The welfare agencies apparently are doing a fine piece of work under great difficulties."

In Boston, the Department of Public Welfare, overwhelmed by applications and disbursing relief at the rate of $1,000,000 a month, called on the Police Department to assist it in making investigations. Instead, the Police Department undertook to make an investigation of the Welfare Department itself, and began reporting through a local newspaper that as high as 40 percent of the relief recipients were "unworthy." Analysis of these reports showed that the Police Department had applied its own standards of eligibility for relief, assuming apparently without reading the law, that non-citizens ought not to be given relief in Boston. They also criticized the Welfare Department for extending relief to "persons who were no longer living." This was explained as relief to widows and children, the record being carried under the name of the deceased father. The controversy is still in progress, and it is impossible from the newspaper sources available to discover just what proportion of the charges freely launched by the police constitute actually valid criticisms of the work of the Welfare Department, which is admittedly understaffed.

In Newark, N. J. the Public Welfare Department itself unearthed serious abuses on the part of grocers to whom it had issued relief orders. Several grocers were prosecuted for advancing cash to clients, furnishing other than the stipulated necessities, and returning falsified accounts to the city.

In New York City, charges of favoritism in the assignment of persons to work relief through the City Work Bureau were investigated by the Board of Estimate, several public hearings being held. The difficulty arose over assignments to clerical work in the bureau office which carried longer hours and more pay than laboring work. It appeared that only a proper amount of administrative discretion had been exercised in selecting persons with clerical experience.

Plan for Care of Single Women

THE Women's Committee of the Southern California Division of the President's Organization for Unemployment Relief has developed in Los Angeles a program for care of unemployed women not living in families. Funds amounting to about $56,000 were secured through city appropriations and private contributions, and disbursed through existing social agencies, over one thousand women being thus helped during the period of three months for which reports have been received. The women were offered the opportunity to do work without pay, at the kind of work with which they were familiar, in city departments or private social agencies. This service was optional, but 90 percent volunteered, returning twenty-eight thousand hours of skilled services for the assistance received.

Coordination in Baltimore

BY TRADITION a city in which the relief burden has been carried by private social agencies, Baltimore will spend three million dollars of local public funds in the year 1932, according to the estimates of its relief officials. To accomplish this, it has not been felt necessary to develop a public relief bureau. The Family Welfare Association and three other private agencies handle the investigational and service program and distribute the relief, a large part of which is in the form of assignments to work relief for which a cash wage is paid. The Mayor's Unemployment Relief Committee, headed by B. Howell Griswold, Jr., works in close cooperation with the Council of Social Agencies in setting the relief policies and in conducting the Emergency Work Bureau. Another group, the Citizens' Emergency Relief Committee, serves as an accounting and finance channel between the city and private agencies. A high degree of coordination exists among these various units.

As no provision had been made in the city budget for relief, it has been necessary to borrow against next year's tax income to meet this year's relief expenditures. The decision to finance the emergency load in this way was reached last March in a joint conference attended by the governor of the state, the mayor and leading citizens. The city council promptly ratified the agreement, which marked a more complete acceptance by the city administration of a responsibility which it had met before only in a supplemental way.

In October, the Emergency Work Bureau was placing about ten thousand men per week on fifty city work projects, the average assignment per man being two and a half days and the rate of pay 30 cents per hour or $2.40 per day. The length of each person's assignment is determined by the agency handling the case and is calculated to yield a work-relief wage equivalent to the amount of direct relief which the agency would have given that person had not work relief been available. Thus, work-relief officials point out, work habits have been preserved and morale strengthened without any added drain upon the relief funds. The payment of a cash wage still further assures these desirable results.

Maryland has taken no steps toward state aid to the local communities but the governor has named a commission of seven, of whom five are outstanding social-work executives of the state, to advise with him regarding the situation as it develops this winter. This action followed on the submission by the State Conference of Social Work of a comprehensive report on unemployment and relief resources in every county in the state which is available in pamphlet form from the Conference, 34 South Calvert Street, Baltimore.

Work Relief by a Private Agency

BY THE end of 1932, the Minneapolis Family Welfare Association will have expended $150,000, or 20 percent of its relief budget, in wages given in lieu of relief. The projects have included cutting and delivering wood to families in need of fuel, building and repairs for private non-profit-making institutions, the making and repairing of clothing to be given as relief, and the canning of surplus vegetables which had been contributed by farmers. The association has laid up its cars used by visitors, and employs workless clients who own cars to transport its own visitors and those of other agencies, paying them wage relief and the upkeep of the cars.

Flexible Food Orders

THE relief commissary operated by the city of Dayton issues groceries on relief orders by means of standard food orders, carefully arranged according to size of family. To meet the defect of allowing no latitude for individual or racial tastes and food habits, a system of permitted substitutions has been worked out. After receiving his standard package, the client may take it to the "trade-order" counter in another part of the store where these exchanges are effected. About one third of the clients avail themselves of the privilege.

Lagging Tax Funds

A CITY of 292,000, Houston, Texas, has financed its unemployment relief program since March on $75,000 secured by scraping the bottom of the Community Chest treasury. City and county officials have been unwilling or unable to provide funds and the Unemployment Relief Committee has had only the chest appropriation upon which to operate. A grant of $237,097 made on October 14 by the R.F.C. to certain Texas communities including Houston will result in some relief to the local situation.

A commissary established last year has continued to function, but because of lack of funds, has had to cut its rations to a point where they are adequate for less than half the period for which they are issued. The Social Service Bureau, the private family agency, administers the unemployment relief program for the community, issuing orders against the commissary for food and clothing. Work relief has been abandoned, except for the few workers needed in the commissary and a few staff and clerical persons assigned to the Social Service Bureau.

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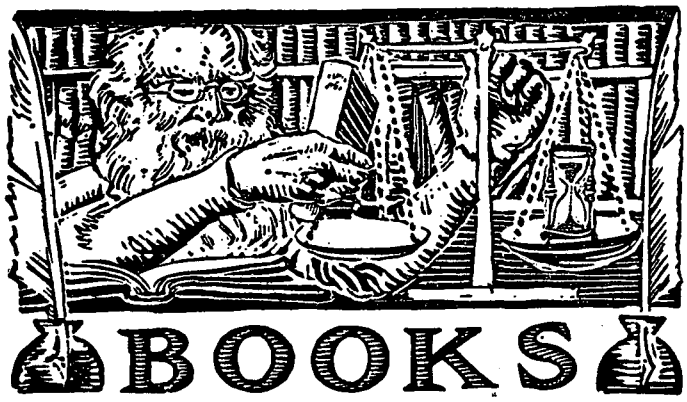

Whimsical Hospital-Builders

THE CRISIS IN HOSPITAL FINANCE, *by Michael M. Davis and C. Rufus Rorem. Chicago University Press. 236 pp. Price $2.50 postpaid of The Survey.*

IT IS a little hard in 1932 to recall the day when there was a boom in good works. Yet it is not long since the milk of human kindness flowed not wisely but too well. Even now, as the authors of this illuminating work point out, ". . . at the very moment when certain hospitals are ready to close their doors and many continue running at less than half of capacity, we read in the newspapers of bequests to establish new hospitals in these same cities. Hospitals seem to have become as fashionable objects for legacies . . . as orphan asylums were in a previous generation. Every hospital study which has been made in a large city . . . has brought out an essential casualness in hospital development." Casualness, the authors point out, is a disease of prosperity for which depression is a specific. The problem, meanwhile, is to balance the budget.

In a careful and detailed study, the authors analyze the hospital situation from the standpoint of the administrator, the physician and the patient. Crystallizing many prevalent impressions in the light of statistics, well documented and minutely tabulated, they present some appalling facts: We have, in America, ample hospital facilities without any reliable means of supporting them; there are plenty of hospitals beds—empty because the multitudinous sick cannot afford them; there are thousands of physicians diligently sending to hospitals patients who will never be able to pay both the doctor's fee and the institution's charges. Our hospital system, in short, is the result of whimsical benevolence, totally unsuited to the needs of the average community and, like other fruits of prosperity, badly in need of reorganization and rehabilitation.

Just what form this adjustment must take the authors do not presume to prophesy. They devote considerable space to the subject of sickness insurance, here and abroad, and it would appear that they have faith in some plan of voluntary group insurance both as a source of reliable income to the hospital and as a relief to the burden of illness upon the middle-class patient. They seem convinced that the voluntary or non-governmental hospital is a permanent part of the American scene, and that any future plan must reckon with institutions not, in the main, supported by taxation—which may or may not be so. Certainly one cannot question the main thesis of this volume—the need for a new kind of thinking in relation to hospital problems, thinking based on reality rather than communal vanity or hazy good-will. This book is a challenge not alone to the specific dilemma it portrays but to the whole economic philosophy of which our hospital situation is, after all, merely Exhibit A.

HOWARD S. CULLMAN
President Beekman Street Hospital, New York

Barnum Was Right

FADS AND QUACKERY IN HEALING, *by Morris Fishbein, M.D. Covici-Friede. 394 pp. Price $3.50 postpaid of The Survey.*

IN RECENT books there are four authors who are covering what is best (but inadequately described) as the field of medical history. Given a certain person and his antecedents for discussion, Clendenning will apply the slapstick to his nethers, Fishbein will put on his best sardonic smile and go witch-hunting, Haggard will weave a delicate fabric of scientific fact and human interest, and Paul de Kruif will make the man a hero. You "pays your money and you takes your choice."

For me, Fishbein is at his best in his splendid editorials in The Journal of the American Medical Association. But his fearlessness and his satire are most assuredly desired by the medical profession in their efforts to prove themselves the only sound source of service in the healing arts.

Those familiar with Fishbein's favorite devils would expect that Bernarr MacFadden would be scorched with verbal red-hot irons—and Bernarr may well blush at what is done to him in these pages. There is one point of Fishbein's which ought to be corrected, however. When unquestioned authorities and utterly ethical physicians like Jesse Feiring Williams permit their material to appear in MacFadden publications, then statements about the antecedents of Bernarr's medical contributors are somewhat overdone. As to MacFadden's use of sex-appeal material, it is difficult to find a magazine which is not buying such stuff heavily.

No advertising copy writer could read this book without blushing, for halitosis and other billboard ills are shown in their true light. But the crack at a certain insurance company of known eleemosynary practices seems a bit out of place. It is pleasing to find someone with the courage to admit that the so-called modern contraceptive methods are about ninety-nine and forty-four one hundredths percent bunk and that, in these times of restricted purses, a lady can be utterly beautiful for a few cents, even if she does not use the same methods as well-paid social leaders.

This book is one which would do the fools, medically speaking, a great deal of good. But of course they are precisely the people who will not read it. Barnum was right, and Fishbein or no Fishbein, I don't know what can be done about it. But oh, if some one would take these colorful rascals and tell us the human side of them. That's a job for Rex Beach or Paul de Kruif and all I want as a reward for the hint is a copy of the book. HUGH GRANT ROWELL, M.D.
Teachers College, Columbia University

Left Over from the Stone Age

THE PSYCHOLOGY OF PRIMITIVE PEOPLE. *A Study of the Australian Aborigine, by Stanley D. Porteus. Longmans, Green. 424 pp. Price $6 postpaid of The Survey.*

WHILE this volume is called The Psychology of Primitive People, it possesses a higher value from the standpoint of anthropology. The author, professor of clinical psychology in the University of Hawaii, has found it necessary to make a clear presentation of the aboriginal environment of these Australians to reveal their internal adaptation as part of the background of interpreting their intelligence. His exposition of the life and habitat of the aborigines is a very definite contribution to the anthropologic psychology of the Australian social organization, primitive beliefs and customs, ceremonial observations and particularly initiation rights. Only one quarter of the volume is devoted to the details of the methods of examination and the results of his study of the aboriginal intelligence.

His conclusion that the Australians are unadaptable to our kind of civilization though well adapted to their own environment is not convincing. Tests of prudence and planning capacity were not inferior to results found among the whites. They manifest weakness in the speed of their performances, but of course speed plays no part in the organization of their life and habits. Dr. Porteus' contention of inadaptability to our civilization is largely based upon deficiency in rote memory. One does not escape the feeling that the author's view concerning racial groups biases some of his judgments. Inasmuch as rote memory is viewed as a test of educability it is worth noting that while the tests indicate that these primitive people have low powers in this particular direction, Porteus does not regard them as feebleminded. Certainly, if an unadaptable race are not feebleminded compared with educated Caucasians there is reason to question the statement that they cannot adapt themselves to our civilization. This doubt is supported by the fact that although the Porteus maze test exhibits the low results that might be expected among people wholly unfamiliar with the use of pencils, some of

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the natives tested evidenced a planning ability above the average found among the whites.

But why cavil at the psychological testing? The significant and delightful part of the volume inheres in the fact that it is a pioneer study of a disappearing race who represent human remnants of the Stone Age. As such it is most readable, illuminating and creditable. The combination of anthropology and psychology offers much of significance and stimulation to those who are interested in the development and evolution of the social order. Interestingly written and beautifully illustrated it commends itself to the philosopher, psychologist, psychiatrist, anthropologist, minister, sociologist and social worker.

IRA S. WILE, M.D.
New York City

Grown-Ups

CHANGE OF INTERESTS WITH AGE, *by Edward K. Strong, Jr. Stanford Press. 235 pp. Price $4 postpaid of The Survey.*
THE MEASUREMENT OF INTERESTS, *by Douglas Fryer. Holt. 488 pp. Price $4.50 postpaid of The Survey.*

THESE volumes summarize the outstanding material and opinions of experts in the study of human interests. The first, by Dr. Strong, is somewhat less technical and more adapted to the requirements of the general reader. It is a summary and analysis of the attitudes of men selected from eight groups and ranging in age from twenty to sixty years. The groups selected are engineers, lawyers, insurance men, ministers, physicians, school men, writers, and Y.M.C.A. secretaries, obviously a cross-section of those at neither extreme of our economic scale.

The purpose of the inquiry was to learn what interests people most and whether interests change, grow or decrease with age. Tables showing trend of interests in the 2340 men who answered the 420 questions in the questionnaire are ably analyzed. The important fact seems to be that interests do change with age, some growing more intense, others tending to fade. We are not surprised to learn that while young men are more interested in driving an auto or fixing a radio, older men prefer cabinet-making or tinkering with the clock, or that older men are less venturesome and slightly more tolerant than young; but it is a bit surprising to find more self-confidence as age advances, since youth is popularly considered the period of cocksureness.

Although the study gives detailed scientific support to many observations of common sense, this reviewer must suggest two limitations in the tabulations. First, no analysis is made of those busy people who are irritated by questionnaires and who promptly lay them in their waste-basket. Someone ought to check up on these. Second, the study seems to assume that if you could backtrack your man of fifty-five you would find him at twenty-five falling in the class of the twenty-five-year-olds of today. In other words, individuality disappears in a table of percentages. To make the findings conclusive we believe another test—of the same men—should be made ten or twenty years hence to see whether they have changed as these statistical robots or averages indicate, or if, after all, they prove to be individuals and to show marked tendencies which refuse to be averaged. In fact, the author recognizes this and suggests the preservation of these tables for future comparisons.

This study should be followed immediately by a study of the more detailed and comprehensive work of Dr. Fryer. The Measurement of Interests presents a summary of both subjective and objective measurements made by various students and of their practical uses in human adjustment. The book gives an incisive analysis of the psychological nature of interest and will be found especially helpful in vocational or educational guidance. Limitation of space forbids any comprehensive review, but the outstanding feature seems to be an emphasis upon the clinical viewpoint in measuring the interests of individuals as against the statistical viewpoint. For practical purposes the interests emphasized fall under the general headings of vocational, educational and social, and attempts have been made to reach back into the earliest memories of individuals and follow through to find the change or permanence, the development or subsidence of various interests within these fields.

Both books are painstakingly done and both, to the serious student, make easy and interesting reading even though the many tables and algebraic equations will be found difficult for the layman.

OWEN R. LOVEJOY

Chests Pro and Con

HOW TO RAISE MONEY, *by Lyman L. Pierce. Harpers. 295 pp. Price $3 postpaid of The Survey.*

TO SOCIAL understanding and service the most important contribution of this book by a famous money-raiser lies in the discussion of the advantages and disadvantages of the community chest when tested by experience. The case for the community chest is given in twenty-one counts, the most important of which may be summarized as follows: stimulation of community consciousness in coordination and cooperation; distribution and equalization of the charitable load; elimination of duplication and waste, and reduction of costs; the making and auditing of budgets in the open; increase of charitable service through release of agencies from financial burdens; and protection of the public from fraud.

The case against the community chest is arrayed under twenty-eight heads, but this does not mean that Mr. Pierce lets the scales tip in the negative. The most serious charge seems to be that the community chest has not found the way of letting its constituency distinguish between *charities*, which deal chiefly with physical ills and seek for the most part material advantages, and *philanthropies*, which minister more directly to personalities with a view to character-building, including, of course, education and religion.

But Mr. Pierce points out other weaknesses, such as tendencies to limit service to the measure of support without permitting it to grow in proportion to need; the centralizing of control, which sometimes means the abridgment of liberty both of donors and recipients; the weakening of the sense of responsibility by the substitution of figures and quotas in the place of direct visions of human conditions and needs; and the danger of the slogan "give once and you are through."

Out of his own experience as a campaign director Mr. Pierce gives an admirable presentation of the methods and the advantages of the skillfully planned campaign. His discussion in this part of the book is comprehensive and informing, but sets forth matter more or less familiar to those who have themselves engaged in money-raising campaigns.

ALFRED WILLIAMS ANTHONY
Federal Council of Churches

Intelligence

ABILITY IN SOCIAL AND RACIAL CLASSES, *by Roland Clark Davis. Century. 114 pp. Price $1.75.*

THE lack of a proved causal relationship between physiological differences and differences in intelligence has been a stumbling block which behaviorists have tried in vain to heave aside. They are now attacking it with the finely tempered chisels of experiments as clever as they are imaginative. In fact, it is a whole tool-chest that Dr. Davis brings to bear on this difficult problem; and some of the tools he has had to invent himself (as is the habit with physiological psychologists).

Three tests were applied: the speed of nervous conduction, as measured in the Achilles tendon reflex; speed of tapping; and resistance to a small current of electricity. The groups selected for comparison were white and Negro college students, white and Negro feebleminded, white and Negro city school children, white country and mountain school children. It was found that white students and white city children have a higher speed ratio than feebleminded and mountain children; that college students tap faster than feebleminded people, and Negro students slower than white ones. This much you can now feel safe to assert. Other findings are too detailed here to quote—except, perhaps, that there is an overlapping of some 90 percent for the different groups in the first of the reactions tested.

Now, *assuming that* college students are more intelligent than feebleminded persons, that white people are white and that Negroes, so-called, are Negroes (or rather, negroes according to the Century Company's style book), *assuming further* "that they [whites and Negroes] differ with respect to intellectual states has

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been determined by many previous measurements"—the proof is now complete: groups with different intelligence levels also have corresponding differences in the speed of their reactions to physiological stimuli. The correlation is triumphantly established. (What did you say about those assumptions?)

BRUNO LASKER
New York City

Guided Growth

SOUTHHAMPTON—A CIVIC SURVEY, *by Brigadier E. M. Jack, Chairman. Oxford University Press. 108 pp. Price $10 postpaid of The Survey.*

THIS civic survey is a clear and direct study of a very old and interesting city in England. While this is not an elaborate and detailed analysis of all the phases of community development, the authors have used great dexterity in limiting the work "to analyzing the facts relevant to the chief problems of Southhampton and the development of its civic service to the problems which confront it."

Contrary to the present-day practices of placing all the emphasis upon the development of means of communication and particularly automobile roads, the study places greater weight upon the broader social and economic problems involved in the development of Southhampton as a community for work, play and residence than upon the erroneous idea that where communication is amply provided the community develops in all its other phases of community expression. One is glad to find such expression as this: "Further, the notion that town planning is a matter merely of providing fresh roads for developing traffic is long dead; and it is now recognized that it is an endeavor to guide the town's growth in the light of the forces which shaped its past and will affect the future."

While this is only a survey and not a projected plan the framework of the discussion is such as to point almost naturally to the eventual conclusions to be drawn. It differs from many American plan surveys in the fact that while frequently in the latter elaborate surveys are made and soon disregarded when the plan is made, here the whole study is focussed upon the importance of obeying the "natural law of growth, the mutual adaptation of physical to human facts and necessities." The authors who formed the membership of the Survey Committee seem to have been able to point the way towards a harmonizing of natural with social economy.

The chapter on housing is particularly keen as an analysis of a local condition and the statistical material presented is alive with constructive and unescapably suggestive conclusions.

CAROL ARONOVICI

Tact, Faith and Song

THE AWAKENING COMMUNITY, *by Mary Mims in collaboration with Georgia Williams Moritz. Introduction by Charles W. Pipkin. Macmillan. 273 pp. Price $2 postpaid of The Survey.*

TWO state women workers in Louisiana tell of typical developments in three hundred rural, small-town and city districts, with enthusiasm and infinite faith in the capacity of the community to accomplish its own ends by cooperative methods. Apparently the rural districts and very small communities furnished the basis for the largest part of their organizing experiences. When the state workers arrived in many of these places, they found them impoverished and the residents existing in listless fashion. One community was described as "several hundred white families . . . all tenants who cropped on shares . . . and made a bare living." In some places cotton and in others cane had been the economic mainstay. Community organization, as interpreted by the state agents who write the book, is in each case a matter partly of economic regeneration. The remarkable success of the organizing efforts and the results accomplished undoubtedly are due in part to this factor. It is a matter of fundamental importance to a community when the standard of living is actually raised. Cooperative effort toward such an end enlists the active support of men as well as women and children; leadership comes to the fore, and organization endures around a project of understandable first importance.

Nevertheless the story of this book is a striking one. A woman—undoubtedly a young woman—goes single-handed into one backward community after another and with tact, faith, singing and challenge gets them to undertake with their own meager resources and their own capacities some of the fundamental tasks of neighborhood reconstruction. The story is told with human interest and many specific illustrations are given, although it is discursive and repetitious. The last hundred pages are filled with suggested programs of a simple nature. The pedagogy of one or another might be questioned; the "made up" jingles to be sung to well-known tunes are surely not inspiring nor very creative. There is too constant reference to cooperation in song and speech; in slang phrase it is "laid on thick." There is a sameness about the organization in each place that reveals the part the organizers took and the pattern they carried around with them. But the book rings true; it is full of faith, enthusiasm and accomplishment and decidedly worth while.

Child Study Association of America LEROY E. BOWMAN

Biographies of Bosses

CITY BOSSES IN THE UNITED STATES, *by Harold Zink. Duke University Press. 364 pp. Price $4 postpaid of The Survey.*

MR. ZINK has not delved into the causes of bossism or its cure, but restricted himself to biographical sketches of twenty individuals who might be classified as bosses. There is no attempt to explain bossism as a social or political phenomenon. The first seven chapters do deal with the twenty bosses en masse, and contain an attempt to apply to the combined biographical data that method of analytic statistics which social science research applies when seeking to discover common characteristics or factors. This methodology is applied to such details as the use of tobacco or other narcotics, height and weight, racial descent, which of the bosses made money in the stock market and which lost, their talkativeness or taciturnity. The attempt is not a great success, excepting to prove that bosses have few, if any, common characteristics or habits. The author concludes that there is no typical boss and "that political bosses are not a distinct species of human beings but possess the typical mental and moral variations of men in general."

Each of the twenty chapters in Part II deals with a single individual. The author does not attempt to explain how and why a boss attained his power in his particular community; the chapters are simply short biographical sketches which have a great deal of variety and are often bright and lively. As pictured by Mr. Zink, these bosses were not all a bad lot, and while some of them seem to have run afoul of the criminal law, neither their political nor their financial fortunes are generally attributed to crookedness, they generally have attractive virtues and most of them seem to have gained the praise of very respectable citizens.

In short, this book leaves bossism, as a social and political phenomenon, as mysterious as it was before, but it gives us interesting details of the lives of twenty of the species "boss."

Cincinnati, Ohio ALFRED BETTMAN

The Story of the Blind

A CHRONOLOGICAL SURVEY OF WORK FOR THE BLIND, *by Henry J. Wagg. Sir Isaac Pitman & Sons, Ltd., London and New York. 207 pp. 5 shillings or $1.50.*

ALTHOUGH this interesting history of educational and social welfare activities for the blind contains the main facts gathered from all corners of the world, the emphasis is largely on England. A steady road of enlightenment is travelled from those early times when "begging was encouraged on the part of the inmates of the home for the blind" down to the present day. In the midst of the French Revolution, we read the significant item that "Valentin Hauy at his school in Paris taught his pupils to make hemp into thread and cord, and then into nets and webbing"; the blind had reached a self-respecting status already. M. Hauy had also "secured for his blind orchestra a position in the chapel of the Tuileries in Paris."

The first record of raised type for the blind, according to this account, is found in 1517 when Francisco Lucas of Saragossa, Spain, "contrived a set of letters carved on thin tablets of wood." In 1550 "Girolimo Cardano, a physician of Pavia, Italy, conceived the idea that the blind might be taught through the sense of touch, and attempted to procure to some extent instruction for them. His Natural History mentions a device for teaching the blind to read and write by sense of touch, not very different from the modern invention of braille." The early efforts of Captain Charles Barbier are

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recounted, together with the final perfection of an alphabet for the blind by Louis Braille. One of the odd facts contained in this volume is the adaptation of braille to the Chinese language which consists of more than four thousand complicated characters. For Chinese braille, the number of characters were reduced to 408 sounds, each of which was represented by one or more braille numerals. This was done by the Rev. William Hill-Murray in 1879.

The book closes with 1930 and therefore does not include any reference to the World Conference on Work for the Blind held in New York City in the spring of 1931. There is a brief reference however to the International Conference on Braille Musical Notation held in Paris in 1929 under the auspices of the American Braille Press for War and Civilian Blind.

DAVID RESNICK
American Braille Press, Incorporated

Sociology Boxes the Compass

A SURVEY OF SOCIOLOGY, *by E. J. Ross. Bruce Publishing Co. 570 pp. Price $3.50 postpaid of The Survey.*
CIVIC SOCIOLOGY, *by E. A. Ross. World Book Co. 398 pp. Price $1.80 postpaid of The Survey.*
READINGS IN EDUCATIONAL SOCIOLOGY, *by E. George Payne (Ed.). Prentice-Hall. 376 pp. Price $3 postpaid of The Survey.*
RURAL SOCIOLOGY, *by Roy Hinman Holmes. McGraw-Hill. 416 pp. Price $3 postpaid of The Survey.*
PRINCIPLES AND METHODS OF SOCIOLOGY, *by James M. Reinhardt and George R. Davies. Prentice-Hall. 685 pp. Price $3.50 postpaid of The Survey.*

IT IS almost a century now since Auguste Comte gave sociology its name. An examination of the above list of titles and of the titles of many other texts in the field published recently would doubtless amaze the old master of philosophic sociology. Since Comte's day sociology has come to mean many things to many men. The five sociologies here reviewed, or rather briefly introduced, include in respective order: Catholic sociology, civic sociology, educational sociology, rural sociology and statistical sociology. These are all serious attempts to study human society in terms of its special phases or in the interest of special groups.

E. J. Ross has written, not a survey of sociology, but sociology for Catholic students and almost entirely from Catholic sources. It is a scholarly work, but in no sense a survey of the field because, and logically so, everything written by non-Catholics is ignored. Among the publications recommended, for example, we find none of the official sociological journals. While the title is misleading, the contents are clear and straightforward. Ross has stated very well the Catholic case with reference to family, eugenics, labor, population and other social problems. And he is fair with the opposition.

Civic Sociology by E. A. Ross is a delightful book for highschool students. It examines lucidly some of the principal social and economic problems of the American community.

The book of readings edited by E. George Payne is the first volume of a work that the department of sociology of the School of Education at the New York University is preparing. The readings herein on the relation of sociology to education are mainly contributed by men in this specialized field where there has been a great need for just such a collection.

Holmes in his Rural Sociology gives considerable space to the place of the farm family in American life. A student of Cooley, Holmes has applied to the study of rural life the Cooley method and philosophy. As he sees the problem, rural life is being invaded considerably by urban influences all of which raise problems of social adjustment. These are matters in which a scientific rural sociology must play an increasingly guiding rôle.

One of the chief distinguishing differences between the book of Reinhardt and Davies and other sociology texts is found in the emphasis they place upon statistical method. For this reason the book is very stimulating for one who likes to have his sociology concretely real. They make sociology so real that it can be pinned to a scattergram or suspended from a frequency diagram. Moreover, they have placed more emphasis on the economic and political phases of sociology than is ordinarily given.

For the general reader interested in the principles of general sociology the Reinhardt and Davies book is recommended, and for the stimulation of thought read the first named book by E. J. Ross.

NELS ANDERSON
Seth Low Junior College

Run of the Shelves

NEGRO HOUSING 282 pp.; HOMEMAKING, HOME FURNISHING AND INFORMATION SERVICES 238 pp.; HOUSING AND THE COMMUNITY, HOME REPAIR AND REMODELING, 291 pp. *Reports of the President's Conference on Home Building and Home Ownership. $1.15 each postpaid of The Survey.*

WITH the publication of these three volumes eight of the eleven previously announced to cover the final reports of the President's Conference on Home Building and Home Ownership are now available. The last three will be published in the near future.

CLINICAL PSYCHOLOGY, *edited by Robert A. Brotemarkle. University of Pennsylvania Press. 408 pp. Price $3.50 postpaid of The Survey.*

IN commemoration of his thirty-five years of labor, students and colleagues of Lightner Witmer issued this commemorative volume to the founder and director of the Psychological Clinic of the University of Pennsylvania. The first section contains a brief life of Professor Witmer and the history of the clinic which was established in 1896. The body of the book consists of special studies by his students which as a whole present practically no new matter; they are primarily commemorative. The volume closes with the reprinting of three articles by Witmer which show clearly enough the reason for the merited tribute and recognition.

CHILDREN'S BEHAVIOR PROBLEMS, *Luton Ackerson. University of Chicago Press. 257 pp. Price $4 postpaid of The Survey.*

THIS is a statistical monograph based upon five thousand children examined at the Illinois Institute for Juvenile Research. The author aims to evaluate possible causal relations in personality and conduct disorders with particular emphasis upon the effect of age and intelligence level upon the rise or fall of specific behavior disorders. His most significant findings were that the average number of behavior problems of children increased with age up to about twelve years, beyond which there was a decrease followed by a further rise at the seventeenth year. These changes were more noticeable among children not belonging to the subnormal group. Children of the lower intelligence level, that is below 80 I.Q., in all probability have little change in their behavior status with the passing of time.

PSYCHOLOGY AT WORK, *by Lois Hayden Meek, Floyd H. Allport, Morris S. Viteles, Walter R. Miles, Arthur I. Gates, Arnold Gesell, Mark A. May, edited by Paul S. Achilles. McGraw-Hill. 252 pp. Price $2.50 postpaid of The Survey.*

THIS is a symposium derived from a series of lectures on psychology and its useful application. Written by well-known psychologists, there is the usual unevenness of chapter content. Particularly interesting is the section by F. H. Allport on Psychology in Relation to Social and Political Problems. The most valuable service lies in the fact that each contributor recognizes the present limitations of psychological science and makes no unscientific claims. Together they elucidate the psychological approach and indicate various problems that exist but with due recognition that the millennium is not at hand and that psychology still will have to function beyond the year 1932.

LIFE NEEDS AND EDUCATION, *by Frederick Gordon Bonser. Bureau of Publications, Teachers College, Columbia University. 288 pp. Price $2 postpaid of The Survey.*

THIS memorial volume to Frederick Gordon Bonser comprises twenty-six papers selected from his rich contribution to education. They are characterized by a glowing belief in the right of every individual to an intelligent and practical preparation for living. The book is the result of an idea conceived by Dr. Bonser's wife, Edna M. Bonser, and joyously promoted by her with the help of several of his colleagues in Teachers College, Columbia University. The writings are grouped under four topics: The School as a Means of Enlarging Life; Subject Matter that Derives from Life Experiences; Curricula Based on Life Needs; Teachers Trained to Interpret Life Experiences. Each article and address was timely and significant when it was written, for it rang true to the actual classroom experience upon which Dr. Bonser built his philosophy. Perhaps an even greater test of his philosophy is the sense of timelessness which pervades the book. Dr. Bonser speaks through these pages as a prophet even in 1932. He contributes to a progressive educational philosophy unconfused by radical tangents.

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COMMUNICATIONS

Christmas Gifts for Hard Times

To THE EDITOR: I was recently talking to Newton D. Baker about a method of collecting additional funds for relief in this period of emergency, and at Mr. Baker's suggestion I am passing the thought on to you for publication if you feel that the idea has any validity for communities throughout the country. Of course I appreciate the fact that a community chest is bound to respect its promise that after a campaign it will not make additional appeals for financial aid from its contributors. But this year particularly there are employment committees and emergency relief committees which might very possibly make use of my suggestion about collecting funds. The suggestion in brief is this:

That those interested shall give the amount they would otherwise spend on a Christmas gift, to the Relief Committee and receive from the organization a receipt made out in favor of the person to be remembered at Christmas. I believe that a general effort at Christmas time to help the unemployed would benefit the donors quite as much as it could give aid to the recipients, and that a spirit of cooperation would be fostered by some such movement and bring cheer with it. Small amounts from many people bring the interest and devotion to a cause that no amount from one individual can equal. In proposing this as a movement, I presuppose the organization would be able to announce some method by which such a sum could be used to create work for the unemployed, and that it would not in any sense be converted into a dole.

Washington, D. C. MARY ADDISON INGLE

Eating Meals for the Unemployed

To THE EDITOR: Permit me to add an Amen! to my friend Guild's protest, in The Survey for October 15, against Banquets in Honor of the Poor. I was glad to hear that there is at least one other conscientious objector on this point. It sometimes seems as if, the greater the need, the more expensive the meal. For the past three years I have declined to attend dinners above $1.50, and many at $1, and I think I have given that much more to "charities." Prospective contributors might some day be treated to a meal consisting at most of what the social worker usually has to eat. Charge them the $2 and give the difference to further the interest in which the meeting is held! The symbolic importance of such matters is, of course, greater than their financial importance. The banquet points the class contrast; the protest or the rational meal might bring the need home to some prospective contributors. THOMAS D. ELIOT

Northwestern University

The Uses of Adversity

To THE EDITOR: We are for The Survey, first, last, always. But to John Paul Jones in the September Graphic [Middle Class Misery], we say "No." American culture is conducive to life—life abundant—in plenty or in want, in joy or in sorrow, in sickness or in health. We do have a philosophy holding us; a philosophy which is as steadfast as the Maker of our stars and as big—both in space and time. We can manufacture kindness and generosity and unselfishness equally well with hundreds or with a single dollar. We can grow sympathy and love and courtesy in our garden of sorrow as well as in joy. We can develop patience and faith and smiles in beds of sickness as well as in health. If either possess odds, probably the pennies, the sorrow and sickness have them.

Can not one be just as honorable or true or chaste wearing hose with a runner mended as if wearing a new pair, or if in Arizona, with none at all? Is silk a necessary factor in the manufacture of loyalty or thrift or learning? Since physical and economic life are tools by which we fashion our ultimate self, what matter the tools since the product is constant? Did not Edward Sill's prince win the battle with the sword which the soldier rejected and broke?

The honor, truth, gentility of a pauper or a millionaire differs none from yours and mine. This our Colonial fathers wrote into our Declaration of Independence, saying, "All men are created equal," equal in that each has like opportunity for manufacturing the best of human possessions. These wonderful days of depression are earth's greatest school days. They make us live and love and serve and bear and forbear, which means manufacturing real human assets.

These days we push material life down where it properly belongs and lift intangible life to its rightful sphere; by which we manufacture man's eternity and with which arrive peace and good will to all. MRS. CHARLES E. ROBERTS

Phoenix, Ariz.

Lasting Prohibition

To THE EDITOR: Anent Miss Frescott's frank message [October Survey Midmonthly, page 525] there is, I believe, one phase of prohibition with which she is totally unfamiliar. I am perhaps by virtue of my present and former residence better able to see the actual failings of the Volstead Act.

For a number of years, I too lived in New Hampshire, in Keene, which is slightly less populous than Portsmouth. During those years, when local option prevailed, Keene was dry in fact as well as in theory; then came the deluge. By the powers vested in our national legislative bodies, with the concurrence of the majority of states, prohibition became an actuality. The effect in that little city was remarkable, where an intoxicated man had been a novelty, shunned and abhorred, he now became a man of substance, well received socially and no longer a man to be scorned. Then too the younger generation swept into a careless regard for the law, tilted the cup that cheers, drained its contents and found the reaction not unpleasant. Few if any chronic drinkers were created, but drinking had become popular under prohibition.

With Miss Frescott I am in hearty accord as to the evils of drinking, except in great moderation, but there is but one way to achieve complete and lasting prohibition—that is by education. The past decade has shown the folly of any other course. Living as I now do in a great city I see another side, the tremendous loss of revenue to an impoverished government. Thousands of speakeasies operating without license, millions of dollars lost yearly by a nation whose need was never more urgent. Repeal prohibition, educate the American people and within a generation the inherent wisdom of our people will do the rest. EDWIN MUGFORD

Chicago

Valley Conservation

To THE EDITOR: Plato said, "To command Nature, we must first obey her," Mackaye says, "The function of the planner is primarily to uncover, reveal and visualize not only his own ideas, but Nature's; not merely to formulate the desire of man, but to reveal the limits thereto imposed by a great power."

The function of planning is to render actual and evident that which is potential and inevident. The city dweller has made an attempt to gratify a yearning for the natural landscape and with improved facilities for transportation, this desire has induced regional or county planning. More than eight hundred cities have adopted a zoning ordinance. Milwaukee and Los Angeles Counties were the first to adopt a county zoning ordinance. Now Wisconsin is moving toward state zoning.

We should understand quite definitely that our right to the use of the earth can only be justified by our carefully husbanding all its gifts, which implies the natural functioning of animal and

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vegetable life, in which we have come to recognize the tree and man as the dominant factors. We find there is a complementary functioning of these forms of life—a balancing tendency.

We have failed to appreciate how dependent we are on our natural water supply, maintained by the perpetual power of the sun, inducing evaporation from the larger water surfaces. As the vapor rises, forming the clouds, the trade winds are induced that drive the clouds over the watersheds of our valleys, where they condense, following the roots of vegetation for absorption, forming a sponge-like reservoir from which there is a continuous seepage of filtered water, maintaining at least one dominant and numerous smaller streams in each valley.

In our survey allocating the areas for their most appropriate use, we find the natural water system to be a vital factor. Therefore our first task should be to map the area on which the natural water system is dependent. This should show the streams and the lakes, the natural impounding areas, and the springs from which the pure filtered water continuously percolates.

The prerequisite factor in state zoning will be the mapping of the forest cover essential for the maintenance of our water flowage. It should cover all the state, but forest lands where owned privately must be regulated by a zoning ordinance. These lands should constitute the state park lands. It almost invariably happens that they include the most beautiful scenic areas and land of least account for agriculture.

In preparing such a map or master plan, it will be found that the various land uses cannot be balanced one with another unless the plan comprises the whole of a river valley. It therefore becomes incumbent upon the state to prepare a master plan and assume control of the whole water system. After the state plan is drawn, the counties may be charged with developing and conserving their own areas, but in conformity with the state plan. When this map is complete, there need be no hesitancy in concluding which lands are essential for parks.

When lands are zoned for other than forest cover, the natural streams should be dedicated for public use, for they are just as important as roads or streets.

The landscape architect will utilize all stream areas as parkways, making them the keynote for subdivisions so that the entire residential areas will be park, the parkway adding value to the whole.

By making the valley the plan unit, we are able to appropriate from Nature all of the influences essential. Political boundary lines do not maintain the protection afforded by the elevated watersheds under a forest cover. Each valley, when conserved or restored, constitutes a beautiful picture, and by careful platting, each home will enjoy the view and influence of the whole. The travel artery for traffic flow will not be in our midst—it will be accessible but not an intrusion. It will enable our social life of the future to become what has been called a conurbation—that is, a group of garden cities so arranged as to constitute a large city in some valleys, in such harmony with the country as to obliterate any sharp distinction between country and city. We will have intelligent civilization, harmonizing with the natural landscape. C. B. WHITNALL

Milwaukee, Wisconsin

For Case Workers

TO THE EDITOR: A number of welfare organizations, particularly those interested in emergency relief operations, have requested us to prepare a dodger for their families, giving information concerning evaporated milk and its use. The enclosed leaflet, Milk—Spend Less—Have More, we feel, tells its own story. It is of definite aid to the case worker in her education of families on nutritionally sound low-cost food. We believe your readers would be glad to know of the availability of this free leaflet. It may be had by writing to the Evaporated Milk Association, 203 North Wabash Avenue, Chicago, Illinois. Space has been allowed on the pamphlet to take care of the imprinting, or stamping on, of the name of the welfare agency undertaking distribution.

Chicago EDITORIAL DEPARTMENT

Said of The Survey

THERE is no periodical that gives me so many things to think of.—*Alice R. Strobridge, Minneapolis, Minn.*

Among breakages would be my heart if ever The Survey stopped coming my way.—*Elizabeth B. Wilcox, Mt. Vernon, N.Y.*

During times like this the publication is doubly needed.—*Sumner H. Slichter, Harvard Graduate School of Business Administration.*

You have a way of covering all sides of a subject from the widest angles and in the most illuminating way.—*Otto T. Mallery, Philadelphia.*

More and more I am proud of what you do. More strength to your heart and head.—*Rev. Lucius C. Porter, Yenching University, Peking, China.*

I read the last issue of The Survey from cover to cover and feel that my time was well spent.—*Lieut.-Col. Edward B. Underwood, Salvation Army, New York.*

The Survey is the last thing I shall give up. It is essential to me and I learn more and enjoy more with each issue. You can't lose me.—*Cora S. Felton, San Francisco, Calif.*

I was extremely interested in the economic planning material which certainly indicates a very thorough job of research and preparation.—*Robert P. Scripps, Scripps-Howard Newspapers.*

You are doing a fundamental job exceedingly well. Even though I shouldn't afford it here's my small check to help along. —*Richard M. Neustadt, State Employment Commission, Philadelphia.*

The October Graphic is a corker—I shall be using it in class along with your previous planning issues. Each year The Survey seems to grow in explorative significance.—*Phillips Bradley, Amherst College, Mass.*

It is The Survey's broad and deep and high interpretation of the multitudinous forms of present experience that make it necessary to us who are trying to understand.—*Mary H. Ingham, Philadelphia.*

May I add my word to that of many in appreciation of Dr. Williams' remarkable articles on Russia. They are unquestionably the best that appeared in any magazine.—*Maxwell S. Stewart, New York.*

You may certainly count on me for the next twelve months and for the rest of my natural life. I miss The Survey more than any of my magazines if I do not have it.—*Charlotte Passmore, Oconomowoc, Wis.*

Nigh onto twenty-seven years now, man and boy, I've sailed with Charities and The Commons and The Survey and I've never known a craft to steer a straighter or a steadier course. —*W. J. Musgrove, Escondido, Calif.*

I am hopeful as ever that The Survey may live long and flourish, and believe with many others that it would be little short of a catastrophe if anything were to go wrong with it.— *Philip A. Parsons, dean, University of Oregon.*

I have taken The Survey for twelve years or more, for while I am now just a small ranch farmer in the poverty-stricken San Joaquin Valley, the things you stand for are the things that I, as far as I can, work for.—*C. F. Kimball, Delhi, Calif.*

I can hardly imagine getting along without so good a friend to nursing, even if I did not need its point of view. It has one great fault—I can't skip its articles and time is at a premium. —*Adda Eldredge, director nursing education, Wisconsin State Board of Health.*

I always feel that what the volunteer group acquires from the reading of your magazine is far more important than their financial contribution in subscribing to it.—*Mrs. Edward C. Brown, director volunteer service, Chicago Council of Social Agencies.*

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GOSSIP: of People and Things

Records as They Are Wrote

FROM the notebooks of the investigators of the Emergency Work Bureau the News-Bulletin of the New York A. I. C. P. extracts various gems:

"This family seems to be just where the pinch begins."

"Man is rotund, grizzly, wheezy and jovial."

"Very nice type of Jewish family but their friends are all Christians."

"Family picking up odd jobs with pick and shovel."

"Family living on bread and balloney."

"Family seems to have made little attempt to raise standards, instead they raise children, having now twelve in six rooms."

In a closing entry in one of its own case records the A. I. C. P. found evidence of the tempo of the times:

"April 29, 1932—Baby born in Bellevue Hospital, December 1931. Wants work but in the meantime must have relief."

Then there was the client who said to the reception clerk, "I opened an account with this place a couple of days ago and I want to see the same lady again."

PANSY V. BESOM, for more than five years director of nursing for the Philippines Chapter of the American Red Cross, has been succeeded by Maria L. Tinawain, who has been with the chapter's nursing service for ten years.

TWO New Yorkers are newly privileged to wear honorable rosettes in their buttonholes. Dr. Charles Gordon Heyd, president of the State Medical Society, has been made a member of the French Legion of Honor and Dr. George J. Ryan, president of the Board of Education, has been created a Papal Marquis.

DR. GEORGE H. COOMBS, formerly head of the Division of Social Hygiene of the Maine Department of Health, has been promoted to state commissioner of health.

FRIEDA BERMAN, recently at Mt. Sinai Hospital, New York, is now director of social service at Lenox Hill Hospital, succeeding Esther B. Fonoroff.

THE Association of Junior Leagues of America has added Lettie Witherspoon of Louisville, Ky., to the staff of its welfare department. She was formerly with the Family Service Organization.

THE Big Brothers Organization of Chicago has lost its regional director, Dr. Herbert Williams, to the Children's Village, Dobbs Ferry, N. Y., where he has been appointed chief of social service of the Child Guidance Clinic.

A general overhauling of health conditions in the jails of Virginia has brought about an arrangement between the Department of Public Welfare and the Department of Health for medical supervision of the jails under the direction of a qualified physician. Dr. Roy K. Flannagan, assistant state health commissioner, has been appointed to the new post under the commissioner of public welfare. He still retains his connection with the health department.

A school teacher, says Modern Medicine, was cashing her pay check at the bank. The teller, apologizing for giving her old bills, said, "I hope you are not afraid of microbes." "Not at all," replied the teacher cheerfully, "no microbe could live on my salary."

ALEXIS FERM, long prominent in the field of experimental education, is now director of the Manumit School, Pawling, N. Y., succeeding Nellie M. Seeds. Mr. Ferm was for a number of years codirector of the Modern School at Stelton, N. J. For the past two summers he has directed the Pioneer Youth Camp at Rifton, N. Y.

FROM Detroit comes the bad news of salary cuts affecting all employes of the Community Fund and its affiliated agencies. All salaries above $800 were cut 10 percent while an additional 10 percent was levied on the amount by which any salaried exceeded $3000.

JESSIE M. HIXON, for many years the general agent of the Brooklyn A. I. C. P. and instrumental in the organization of social workers when they were less professionally ambitious than they are today, has retired from active work. Edward S. Molineaux succeeds her.

OPTIMISTIC at least and just a little bit funny is the promise that a New York agency makes to prospective members: "Do your year's charity for $5. Join the So-and-So."

Bumper Crop of Officers

Conferences that bloom in the fall, national as well as state, have brought a new crop of leaders to social work organizations. Among them are:

National Conference of Catholic Charities: PRESIDENT, Very Rev. Msgr. Robert F. Keegan, New York; VICE-PRESIDENTS, William P. Lynch, Omaha; Anthony J. Bodde, Detroit; Jack J. Spalding, Atlanta; Mary C. Duffy, South Orange, N. J. and Rev. Edwin L. Leonard of Baltimore. Rev. Dr. John O'Grady continues as SECRETARY and Thomas J. Farrell of New York as TREASURER.

American Prison Association: PRESIDENT, Dr. Walter N. Thayer, Jr., New York; VICE-PRESIDENTS, William J. Ellis, Trenton, N. J.; Charles S. Reed, Wethersfield, Conn.; Harold A. Donnell, Baltimore and Blanch M. LaDu, Minneapolis. George C. Erskine of Connecticut continues as TREASURER and E. R. Cass of New York as SECRETARY. Next meeting in Atlantic City.

National Tuberculosis Association (a little late in the day since the meeting occurred in the summer): PRESIDENT, Dr. John Hysen Peck, Iowa; VICE-PRESIDENTS, Dr. L. J. Moorman and Dr. Harry Lee Barnes; CHAIRMAN Secretaries' Association, Kathryne Radebaugh, Minneapolis. Next meeting, Toronto.

Ohio Welfare Conference: PRESIDENT, Edith Campbell, Cincinnati; VICE-PRESIDENTS, Stockton Raymond, Columbus, and L. W. Adrian, Steubenville. H. H. Shirer of Columbus continues as TREASURER and Perry P. Denune of Ohio State University as SECRETARY.

Massachusetts Conference of Social Work: PRESIDENT, Roy M. Cushman, Boston; VICE-PRESIDENTS, Malcolm Nichols, Boston, and Fred Stephenson, Springfield. Howard C. Raymond, Boston, continues as SECRETARY and Joseph J. Tillinghast, also of Boston, as TREASURER.

New York State Organization for Public Health Nursing: PRESIDENT, Willarette Sears, Rochester; TREASURER, Bertice Reis, Albany. All other officers reelected.

New York State Nurses' Association: VICE-PRESIDENT, Mary Allen Smith, Saranac Lake; DIRECTORS, Alta Dines, New York and Mary M. McCormick, Ogdensburg. All others reelected.

New York League of Nursing Education: TREASURER, Anna Grass, Valhalla. All others reelected.

Colorado Conference of Social Work: PRESIDENT; John Gorsuch. Denver; VICE-PRESIDENTS; Alice van Diest, Colorado Springs and Helen Fittz, Greely; SECRETARY, Dr. A. L. Beaghler, Denver; TREASURER, Platt R. Lawton, Denver.

Minnesota State Conference and Institute of Social Work: PRESIDENT, Pearl Salsberry, Minneapolis; VICE-PRESIDENTS, Inez Patterson, Sauk Center; Pierce Atwater, St. Paul, and Rabbi H. Wessel, Duluth; RECORDING SECRETARY, Edith Cochrane, Minneapolis; EXECUTIVE SECRETARY Jean E. Alger, Minneapolis; TREASURER, Mrs. Robbins Gilman, Minneapolis.

Washington State Conference of Social Work: PRESIDENT, Arlien Johnson, Seattle; VICE-PRESIDENTS, Rabbi A. H. Fink, Spokane and O. W. Wilmeroth, Wenatchee; SECRETARY, Mildred Buck, Seattle; TREASURER, Pelagius Williams, Bellingham.

Utah State Conference of Social Work: PRESIDENT, Elizabeth McMechen, Salt Lake City; VICE-PRESIDENTS, John C. Swenson, B. H. Robinson and Dr. Lowry Nelson; SECRETARY-TREASURER, Marguerite Woodin, Salt Lake City.

Wisconsin Conference of Social Work: PRESIDENT, Prof. John L. Gillin, Madison; VICE-PRESIDENTS, Judge A. H. Reid, Wausau; SECRETARY, Benjamin Glassburg, Milwaukee; TREASURER, Prof. E. B. Gordon, Madison.

Social Workers' Association of Oregon: PRESIDENT, G. H. Oberteuffer; VICE-PRESIDENT, Mrs. Azile Aaron; SECRETARY, Elizabeth Neth; TREASURER, Myra B. Baldwin, all of Portland.

Indiana State Conference on Social Work: PRESIDENT, Ralph Howard, Pendleton; VICE-PRESIDENTS, Joseph A. Andrew, Lafayette; Mrs. E. B. Ball, Muncie; Carl L. Houston, Marion; Louise Swain. Pendleton; SECRETARY, John A. Brown, Indianapolis; ASSISTANT SECRETARY, Lucille Gardner, Marion; TREASURER, William A. Hacker, Indianapolis.

Big Game Hunting

Digging around in the old records of the Episcopal Home for Children, St. Louis, Coronal Thomas unearthed many engaging tidbits of past days. When the children were first given allowances to spend as they pleased there were exciting times, she says. One boy spent his last penny for an enormous rat-trap (no reflection on the housekeeper). Another bought two mousetraps, which by special dispensation he was permitted to set in the main hall. For days he hung around hopefully like a cat. When hope faltered and failed he started off to invest the rest of his funds in a mouse. Unfortunately the story stops at that point.

ECONOMY and Security Through Planning is the subject of the twenty-fourth Annual Conference on City Planning to be held in Pittsburgh November 14–16. In view of the relation of city planning and housing to unemployment and particularly to the activities of the Reconstruction Finance Corporation, this meeting should be especially timely and important. For further information address the National Conference on City Planning, 130 East 22 Street, New York City.

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ELIZABETH DEXTER of the Child Guidance Department of the Newark Board of Education and president of the New Jersey Chapter of the American Association of Social Workers has joined the staff of the Jewish Board of Guardians in New York. Jane J. Packard of the Middlesex County Tuberculosis League, elected vice-president of the chapter, is pinch-hitting as president.

THE high hopes of the Boy Scouts of America for a permanent home for a national training-school of broad and "intensely practical" purpose have come a long step toward realization in a gift of $250,000 by Mrs. Jacob H. Schiff as a memorial to her son Mortimer L. Schiff, who was president of the Boy Scouts at the time of his death last year. From this gift, of which $100,000 is held as endowment for operating expenses, the Scouts have purchased an estate of 480 acres near Morristown, N. J. where, as rapidly as may be, the school for the training of local and national leaders will be developed.

All Aboard

JUST eight months and a half remain for the never-went-to-college social worker to get on board the professional bandwagon. After July 1, 1933, membership in the American Association of Social Workers will be based upon a minimum of two years of college work and practically a full year of training at a school of social work. Until that date the Association is welcoming, and warmly, new members with highschool education and at least four years' experience in a social agency of recognized standing.

BECAUSE Dorothy Halbert of Topeka won a scholarship at the Smith College School of Social Work and departed thence, Beatrice Cahn, librarian at the Menninger Sanitarium, is doubling as executive secretary of the Kansas Mental Hygiene Society.

IT was Ida M. Cannon, president of the Massachusetts Conference of Social Work, who pointed out the peculiar aptness of the selection of the Puritan Grill for a meeting devoted to the discussion of The Psychosocial Thinking of the Social Worker.

SLOGANS for social work have slipped a little of late—publicitors are not quite as wild-eyed on the subject as they used to be. But for timeliness and punch and all those qualities which a slogan is supposed to have, and usually doesn't, consider that of the Children's Welfare Federation of New York: "Keep the Babies in the Budget."

AFTER two years' absence on loan to the League of Nations, Bascom Johnson has returned to his post as director of the Division of Legal and Protective Measures of the American Social Hygiene Association. As chairman of the League's Traveling Commission on Traffic in Women and Children in the Far East Mr. Johnson, with two other commissioners, visited a list of Eastern countries and cities that sounds like an Arabian night or a World Cruise folder. The report of the study will be presented to the League this month.

CHILD-WELFARE workers have heard with deep regret of the death of Martin L. Kesler, superintendent of the Mills Home, Thomasville, N. C., who was the victim of a grade-crossing accident. He was long a member of the board of the Child Welfare League of America and was a pioneer in the South in progressive methods of child care.

THE School of Nursing of New York Hospital, second oldest school of nursing in the country, started its first year in its fine new quarters on East 70 Street, with an enrolment of 181 students. The reorganized school has sixty faculty members and instructors, not counting thirteen of the faculty of the Cornell University Medical College who will lecture from time to time. Anna D. Wolf is director. Associated with her are May Kennedy as director of pedagogy and Harriet Frost as director of public health. The former was recently director of the State Psychiatric School of the University of Illinois and the latter was with the Pennsylvania School of Social and Health Work.

BUSINESS has recalled Richard C. Patterson who after five years' service as commissioner of correction for New York City has resigned to become executive vice-president of the National Broadcasting Company. Mr. Patterson was a mining engineer when he took the prison job, but he was courageous and possessed of so great a fund of common sense that he won the confidence and respect of penologists.

THE educational work of the Boston Tuberculosis Association in Boston's Chinatown will be directed henceforth by a Chinese nurse, Mary Moy, a graduate of the New England Deaconess Hospital.

MRS. CARL W. ILLIG, JR., of Onset, Mass., is the new director of the Department of Public Welfare of the General Federation of Women's Clubs, succeeding Sadie Orr Dunbar.

Here Are Ladies

IF ANY one had the least doubt as to who are the social workers in these United States the census returns will set him right. The occupation figures of the 1930 census show a total of 31,243 persons listed as Social and Welfare Workers, and of these 24,592 are of the female persuasion. Among the states New York leads off with 4541 women and 1207 men. Pennsylvania is next in the procession with 2169 women and 494 men. Then along come California, Illinois and Massachusetts, still in four figures. Ten states count their totals in two figures only. At the end of the list is Nevada with two lonely men and five almost as lonely ladies.

THE United States Indian Service has stepped out with a whole flock of new visiting teachers, rated technically as school social workers. The first of the clan was Dorothy Deane of Hutchinson, Kansas, who has been working for more than a year at the Lac du Flambeau Reservation in Wisconsin. Appointments this fall include Esther Adamson of Los Angeles now at Stewart, Nev., Lucile Hamner of Austin, Texas, now at Albuquerque, N. M., Lela M. Cheney of Boston now at Mt. Pleasant, Mich., Elsie Parker of Eldora, Ia., now at Stilwell, Okla., Clara M. Schwandt of Chicago now at Rosebud, S. D., and Delphine Current of Racine, Wis., now at Genoa, Neb.

Training on the Job

PUSHED on by expanding public-welfare work in New Jersey and impressed by the need for trained personnel, Rutgers University, New Brunswick, in cooperation with the State Conference of Social Work, is planning a series of extension courses for employed workers in all parts of the state. A beginning has been made this year with courses on public welfare, social case work and mental hygiene for social workers which will be given in eight different cities. Instructors during the first semester are Prof. Lydia S. Walker of the Rutgers faculty, Anna S. Starr of the Rutgers Psychological and Mental Hygiene Clinic, and Mary P. Wheeler, state manager of the Department of Social Service of the State Emergency Relief Administration.

JOSEPH J. SWARTZ, who has been acting director of the Brooklyn Federation of Jewish Charities since Samuel C. Kohs resigned last spring, has succeeded to all the honors and emoluments of the full title.

AFTER a long siege of illness Mina Van Winkle has been obliged to resign as head of the Woman's Bureau of the Police Department of the District of Columbia. Rhoda J. Milliken, her assistant for some time, succeeds her.

IN saying last month that Emma C. Winslow is now directing all the statistical work of the United States Children's Bureau Gossip was a little too generous. "My responsibilities begin and end," corrects Miss Winslow, "with the statistical work connected with our project for the collection and analysis of current social and relief statistics. There has been no change in the responsibilities for other phases of the Bureau's statistical work as carried on for a number of years by Dr. Elizabeth C. Tandy."

WE slipped too on making Esther Lucile Brown the vocational director of the United Parents Associations of New York City. She happens to be the educational director.

THE Jewish Federation of St. Louis, which dates from 1900 and is therefore an ancient of the federation family, has chosen Blanche Renard as its new executive director with Ferdinand Bach as assistant. Miss Renard trails an imposing queue of degrees and has had wide social-work experience, particularly in medical social service.

THE New York Sociologists who foregather the second Saturday in each month for an informal luncheon are inviting visitors with sociological leanings to join them when they chance to be in the city. The luncheons are at the Town Hall Club, 123 West 43 Street at one o'clock. At the first one of the season Prof. Edward Sapir spoke on Personality and Culture.

THE Westchester County Children's Association has a new president, Mrs. John Tyssowski of Dobbs Ferry, who succeeds Mrs. Carroll Dunham. Carll Tucker of Mt. Kisco is the new chairman of the board.

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DIRECTORY OF SOCIAL AGENCIES

Child Welfare

CHILD WELFARE LEAGUE OF AMERICA — C. C. Carstens, director, 130 E. 22nd Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their various fields of work. It also cooperates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worth-while results in phase of child welfare in which they are interested.

NATIONAL CHILD LABOR COMMITTEE — Courtenay Dinwiddie, General Secretary, 331 Fourth Avenue, New York. To improve child labor legislation; to conduct investigation in local communities; to advise on administration; to furnish information. Annual membership, $2, $5, $10, $25 and $100 includes monthly publication, "The American Child."

Foundation

RUSSELL SAGE FOUNDATION — For the Improvement of Living Conditions — Shelby M. Harrison, dir.; 130 E. 22nd St., New York. Departments: Charity Organization, Delinquency and Penology, Industrial Studies, Library, Recreation, Remedial Loans, Statistics, Surveys and Exhibits. The publications of the Russell Sage Foundation offer to the public in practical and inexpensive form some of the most important results of its work. Catalogue sent upon request.

Home Economics

AMERICAN HOME ECONOMICS ASSOCIATION — Alice L. Edwards, executive secretary, 620 Mills Bldg., Washington, D. C. Organized for betterment of conditions in home, school, institution and community. Publishes monthly Journal of Home Economics; office of editor, 620 Mills Bldg., Washington, D. C.; of business manager, 101 East 20th St., Baltimore, Md.

Recreation

NATIONAL RECREATION ASSOCIATION — 315 Fourth Ave., New York City. Joseph Lee, president; H. S. Braucher, secretary. To bring to every boy and girl and citizen of America an adequate opportunity for wholesome, happy play and recreation. Playgrounds, community centers, swimming pools, athletics, music, drama, camping, home play, are all means to this end.

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Health

AMERICAN BIRTH CONTROL LEAGUE INC. — Mrs. F. Robertson Jones, President, 152 Madison Ave., New York City. Purpose: To teach the need for birth control to prevent destitution, disease and social deterioration; to amend laws adverse to birth control; to render safe, reliable contraceptive information accessible to all married persons. Annual membership, $2.00 to $500.00. Birth Control Review (monthly), $2.00 per year, voluntary contribution.

AMERICAN SOCIAL HYGIENE ASSOCIATION — 450 Seventh Ave., New York. To provide a better understanding of the social hygiene movement; to advance sound sex education; to combat prostitution and sex delinquency; to aid public authorities in the campaign against the venereal diseases; to advise in organization of state and local social-hygiene programs. Annual membership dues $2.00, including monthly journal.

THE NATIONAL COMMITTEE FOR MENTAL HYGIENE, INC. — Dr. William H. Welch, honorary president; Dr. Charles P. Emerson, president; Dr. C. M. Hincks, general director; Clifford W. Beers, secretary; 450 Seventh Avenue, New York City. Pamphlets on mental hygiene, child guidance, mental disease, mental defect, psychiatric social work and other related topics. Catalogue of publications sent on request. "Mental Hygiene," quarterly, $3.00 a year; "Mental Hygiene Bulletin," monthly, $1.00 a year.

NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING 450 Seventh Avenue, New York, N. Y. Katharine Tucker, R.N., General Director. Organized to promote public health nursing, establish standards, offer field advisory service, collect statistics and information on current practices. Official monthly magazine: *Public Health Nursing.*

NATIONAL SOCIETY FOR THE PREVENTION OF BLINDNESS — Lewis H. Carris, Managing Director; Mrs. Winifred Hathaway, Associate Director; Eleanor P. Brown, Secretary, 450 Seventh Avenue, New York. Studies scientific advances in medical and pedagogical knowledge and disseminates practical information as to ways of preventing blindness and conserving sight. Literature, exhibits, lantern slides, lectures, charts and co-operation in sight-saving projects available on request.

NATIONAL TUBERCULOSIS ASSOCIATION — 450 Seventh Ave., New York. Dr. Kendall Emerson, managing director. Pamphlets of methods and program for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. Journal of the Outdoor Life, popular monthly magazine, $2.00 a year; American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

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Religious Organizations

THE GIRLS' FRIENDLY SOCIETY OF THE U. S. A. — 386 Fourth Avenue, New York City. A non-sectarian, character-building organization for girls, sponsored by the Episcopal Church.

NATIONAL BOARD OF THE YOUNG WOMEN'S CHRISTIAN ASSOCIATIONS — Mrs. Frederic M. Paist, president; Miss Anna V. Rice, general secretary; Miss Emma Hirth, associate secretary; 600 Lexington Avenue, New York City. This organization maintains a staff of secretaries for advisory service in relation to the work of 1,273 local Y.W.C.A.'s in the United States with industrial, business, student, foreign born, Indian, colored and younger girls. It has 63 American secretaries at work in 35 centers in 12 countries in the Orient, Latin America and Europe.

National Conference

NATIONAL CONFERENCE OF SOCIAL WORK — Frank J. Bruno, president, St. Louis; Howard R. Knight, secretary, 82 N. High Street, Columbus, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting, and issues a quarterly Bulletin. The sixtieth annual convention of the Conference will be held in Detroit, June 11–17, 1933. Proceedings are sent free of charge to all members upon payment of a membership fee of five dollars.

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